REPORT

ON THE

Administration of Burma

FOR THE YEAR 1927-28

Rangoon
Supdt., Govt. Printing and Stationery, Burma
1929

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TABLE OF CONTENTS.

REPORT ON THE ADMINISTRATION OF BURMA FOR THE YEAR 1927-28.

Part I.—General Summary.

Part II.—Departmental Chapters.

CHAPTER I.—PHYSICAL AND POLITICAL GEOGRAPHY.

CHAPTER II.—ADMINISTRATION OF THE LAND.

CHAPTER II.—Administration of the Land—*concld.*

CHAPTER III.—Protection.

CHAPTER IV.—Production and Distribution.

CHAPTER IV.—Production and Distribution.

CHAPTER V.—Revenue and Finance.

CHAPTER VI.—VITAL STATISTICS AND MEDICAL SERVICES.

CHAPTER VII.—INSTRUCTION.

CHAPTER VIII.—ARCHAEOLOGY.

CHAPTER IX.—MISCELLANEOUS.

REPORT

ON THE

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For the Year 1927-28.

PART I.

GENERAL SUMMARY.

The Governorship of Sir Harcourt Butler, G.C.I.E., K.C.S.I., expired on the 20th December 1927, when his successor, Sir Charles Alexander Innes, K.C.S.I., C.I.E., assumed office. There was no other change in the personnel of Government, and no territorial change of importance. The boundary between the Pegu and Toungoo Districts was adjusted, and the Hmawza Township of the Prome District was absorbed into other townships. The temporary Maritime Police range was dissolved into the Western and Southern ranges. On the 1st May the Secretariat was reorganized and the number of Secretaries and Under Secretaries increased to seven in each case. A separate Revenue Secretary was appointed in the Finance Department, a Local Government Secretary in the Ministry of Education and a Judicial Secretary, the Deputy Secretaryship being abolished, in the Home Department. The two Chief Engineers in the Buildings and Roads and the Irrigation Branches ceased to be Secretaries to Government and their work was allotted to the Forest Secretary, and Revenue Secretary, respectively. The Secretaries to the Financial and Development Commissioners ceased to be Deputy Secretaries to Government and their appointments were placed on the inferior scale of the Burma Commission. The post of Development Commissioner, now made permanent, was styled Financial Commissioner (Transferred Subjects); in the Irrigation Branch of the Public Works Department, two Superintending Engineers and one River Training Expert were appointed. In addition, the River Training Circle was constituted. A separate Director was appointed to take charge of the Vaccine Depôt at Meiktila. The Veterinary Department was, as a temporary measure, placed under the control of the Director of Agriculture. In the Department of Public Health the post of Hygiene Publicity Officer became a permanency; and it was also resolved to appoint a whole-time Director of the Harcourt Butler Institute.

2. On the north-east frontier the turbulent state of affairs Yünnan gave rise to some apprehension but there were no irruptions into British territory. On the Chinese marches of the Shan States there were several petty incidents, which are described later, the most notable being an incursion of several hundred refugees into Kēngtūng, who were disarmed, but ultimately made their way back into China.

The Was had another active year, head-hunting in unadministered territory and fighting with the Panthays. There were the usual isolated cases of trans-frontier dacoities by Chinese brigands. As an instance of how these outbreaks are dealt with the success of the combined column of military police and Siamese *gendarmerie* in destroying a dacoit's stronghold together with a large opium crop deserves mention.

3. With the Siamese and the French in Indo-China official relations continue to be cordial. As regards China it is to be regretted that the annual frontier meeting with Chinese officials in Yünnan had again to be abandoned. In the unadministered territory of the Triangle a strong military police column was despatched to complete the work offreeing slaves. Over 1,000 persons received their freedom and their masters were compensated at an average rate of Rs. 42 a head. The condition of the slaves, freed in the preceding year in the Hukawng Valley, was enquired into and found to be satisfactory. The year was uneventful in the Kachin Hills. The Chiefs interested themselves in the improvement of communications and some progress was made in the opening of new schools.

4. His Excellency, Sir Harcourt Butler, opened the sixth session of the Federal Council of Shan Chiefs in November 1927 at Taunggyi and afterwards greeted them at a farewell Durbar. The Chiefs evinced a quickening interest in the wide range of subjects which came up for discussion and approval, and associated themselves with the schemes for opening up and developing their country. The mileage of metalled roads increased to nearly 200 and of unmetalled to over 2,500. Great efforts were made to improve communications and over 20 lakhs of rupees were spent on this head. *Sawbwa* Sao Hke, C.I.E., gained the honour of Knighthood at the new year 1928. It is recorded with regret that this distinguished Chief died a few months later. Sao Shwe Thaik assumed charge of the State of Yawnghwe and Sao On Kya succeeded the late Sir Sao Hke at Hsipaw in the period under review.

Heavy early and middle rains exercised a deleterious effect on agriculture in the Shan States. Early crops, in particular paddy, suffered from floods, and the failure of the winter rains was disastrous to the trans-Salween states. Crime was kept well in hand and it was found possible to make a slight reduction in the civil police in the notified areas. The military police, however, received a reinforcement of one company from the Reserve Battalion.

5. In Lower Burma, where the monsoon broke early, the rainfall was good. But in Upper Burma a severe and prolonged drought from June to September damaged the crops, in particular cotton and ground-nuts. The latter rains were beneficial but were too late to save the unirrigated paddy from widespread failure. Thanks to this the area sown with rice showed a decline for the first time since 1920. A late rise in the Irrawaddy produced floods extending to some 300,000 acres and as the season was too far advanced to permit replanting, the paddy crops in large areas of Tharrawaddy, Ma-ubin, Hanthawaddy and Insein Districts became a total loss. The area under gram increased largely ; and there was also a gratifying extension in the acreage under rubber. An interesting feature of the year was the visit from the Royal Commission on Agriculture. The Commission visited the principal agricultural stations and were able to examine the research work of the Agricultural Department.

During the year the Department produced an improved strain of sesamum and a selected grain of Karachi gram yielded excellent results. Research work in tobacco and mulberry cultivation was continued, and the possibility of wheat growing in Northern Burma established. Potatoes which are now exported to the value of Rs. 25 lakhs per annum from the Shan States are also regarded by the Department as an additional potential staple for certain parts of Northern Burma. The distribution of pure seed, largely of paddy, increased nearly two-fold. Rs. 10 per 100 baskets was readily paid for pure seed and many mill-owners undertook, by means of placards supplied by the Department, to pay premiums in such cases. Hopeful propaganda were being conducted in sesamum, tobacco and mulberry cultivation.

The interest of the agricultural classes was stimulated by demonstrations at farms, by the holding of cattle-shows and ploughing matches at pagoda festivals and by vigorous propaganda. The deadly cattle disease of rinderpest was kept at bay in Akyab by the use of serum. Nearly 100,000 head of cattle were inoculated in the Province and the mortality figures of rinderpest were much reduced.

6. There was no change in land revenue law. The Burma Fisheries Amendment Act, 1928, made special provision for the lease of fisheries to cultivators occupying adjacent lands. A new rule under the Lower Burma Land and Revenue Act set limitations on the extraction of clay for brick-making. Land Revenue demand fell to Rs. 338 lakhs and remissions by nearly a lakh to Rs. 8½ lakhs. Of the waste lands administered under the Government Estate nearly three-quarters or 240,000 acres was occupied. The lay-out of the Pyuntaza Government Estate, 17,000 acres in extent, was almost completed. Seven lakhs of revenue was collected in the year. Colonies on the whole prospered but not a few farmers who had withheld their crops from the market in hopes of a

better price suffered from the early onset of the rains and the interruption of their communications.

During the year a large number of co-operative societies in a hopeless financial position were wound up and disregistered. Many of those who survived until the end of the year were in a parlous state. Collections of loans due from societies proved a failure; only Rs. 3 lakhs out of Rs. 53 lakhs had been repaid by a few of the more honest societies. The Burma Provincial Co-operative Bank, Limited, had to be helped by a special cash credit of Rs. 14 lakhs, by arrangement of the Local Government with the Imperial Bank of India.

The Urban Central Co-operative Bank was wound up in this period and a number of prosecutions instituted against Bank officials. One of the few societies which enjoyed a thoroughly prosperous year was that of the Sittang Colonies Banking Union under the charge of the Administrator of Government Estates.

7. The Rangoon Development Trust recorded a year of steady progress combined with conservative finance. The rent collections from the estate increased to approximately Rs. 15 lakhs and though outstandings were over a lakh the rentals are habitually a quarter in arrears and the large outstanding figure is to be explained by the dilatory payments of the lessees and not by organized refusal to pay the rents. The demand for leases showed no sign of diminution.

8. Settlement operations were continued during the year in the Pakôkku, Ma-ubin, Yamèthin, Myitkyina and Upper Chindwin Districts and preliminary operations were commenced in the Thatôn and Lower Chindwin Districts. The Survey of India completed the re-survey of 953 square miles of reserved forest and also shared in a new survey of other large areas of forest. Three parties of the Survey of India were at work during the year, besides a special provincial survey party which was employed on extension and revision survey.

9. The Forest Department were unable to achieve quite such remarkable results as in the previous year. The gross revenue declined by Rs. 9 lakhs but expenditure rose by Rs. 5 lakhs. The nett surplus of Rs. 119 lakhs marks a decrease of Rs. 14 lakhs on the previous year's figures. The growth in expenditure is to be attributed in part to a more comprehensive system of accounting, under which interest on capital and losses on exchange and home charges were debited to the provincial totals for the first time. The Forest Department besides its work of conservation and regeneration has performed a good deal of unostentatious work in the improvement of communications. In the year under review 119 miles of cart roads and 134 miles of bridle paths were constructed.

10. The revenue from irrigation rose slightly. The balance of revenue of Rs. 7·30 lakhs for the Twante and Pegu-Sittang Canals represents a small decline on the previous year's totals.

11. The production of the Bawdwin mines increased by no less than 91,853 tons over the previous year, and that of refined silver aggregated over six million ounces; the tin industry also showed some recovery, particularly in the Mergui District, the exports of this commodity rising by Rs. 6½ lakhs in value. There was a heavy fall in the production of rubies and sapphires at the Ruby Mines. The Company was still working at the close of the year, on a limited scale, but appeared to be nearing the end of its mineral resources. The output of wolfram, highly prized in war time but of little account now, dwindled to a very low figure. In the oil-fields the progressive decline in the Yenangyaung field was set off by an increased production in the Yenangyat and Singu oil-fields. As an indication of the internal prosperity of the country the figures showing an increase in the number of factories, chiefly saw and rice-mills, by 30 are significant. The cheapness of German machinery was a contributory factor in this tendency to establish mills in rural areas

The percentage of persons industrially employed in Burma is not large. Here as in India agriculture is the dominant industry. It is satisfactory to record that workmen in factories and mines did not suffer from any serious epidemic disease. Nor were fatalities numerous except in the Namtu-Bawdwin area in which 37 out of 176 accidents proved fatal. Even so the mines of Bawdwin are less dangerous than the streets of Rangoon.

On the Burma Railways fifty persons lost their lives in 15 accidents. The most serious of these occurred to the down mail on the Rangoon-Mandalay line and was due to the malicious removal of a rail. Forty persons including the engine driver were killed. The suspected culprits were brought to trial but were acquitted. As a percentage of the total number of passengers carried by the system, namely 37 millions the rate of fatalities is moderate.

12. In 1927 trade recovered from the minor setback of the previous year. The value of trade with foreign ports rose from Rs. 64 to Rs. 68 crores and that with Indian ports also showed a substantial increase of approximately Rs. 7 crores. The balance of trade, namely 15 crores, in favour of Burma is satisfactory in view of the downward trend of prices.

Imports rose in value from Rs. 23 crores to nearly Rs. 26 crores. The United Kingdom figured as a prominent exporter, her share rising by Rs. 85 lakhs thanks to recovery from the crippling effect of the previous year's general strike. Noteworthy increases occurred in rails and engines, coal from Bengal, sugar from Java, fuel oil from Russia, Borneo and United States and lubricating oils also from the United States. There was a Customs increase of over 34 lakhs of rupees for the year.

Exports rose by seven crores, rice and paddy contributing a rise of 100,000 tons for shipment for foreign ports. But the exports fell away

ominously in the early months of 1928. The export of kerosene declined by nearly 11 million gallons but this was more than offset by the increase in the export of petrol by 10 million gallons, the nett result being an export value of one crore greater than the previous year. The figures for metals and ores show an increase valued Rs. 450 lakhs. Exports of wolfram, though the recorded production from the mines was negligible rose by 50 per cent and in copper, zinc and tin there were satisfactory increases. There were large imports of paraffin wax. There was also a brief but welcome revival in the export of skin and hides. Taken as a whole the year's trade was prosperous, and gave little indication of the depression that was to follow in its wake.

13. Marked progress was made in the improvement of the communications of the province, particularly in the construction of the Rangoon-Mandalay Trunk Road, the alternative Trunk Road *via* Allanmyo and the arterial road from Sagaing towards Myitkyina. Over 1,520 miles of metal road were maintained outside municipalities and notified towns. The Burma Railways also spent an active year in the construction of over 190 miles of new lines, chiefly in Upper Burma, the most important being the Taungdwingyi-Kyaukpadaung railway, which has since been opened to traffic, and the Minbu-Pakôkku district railway. The construction of the combined rail and road bridge over the Irrawaddy at Sagaing, so long contemplated, has at length been taken in hand, and will prove an invaluable link between the railway in Northern Burma and the rest of the system. In the period under review several railway surveys were undertaken, including a proposed extension from Prome *via* Allanmyo to Sathwa ; and the survey of the proposed line connecting Tenasserim with Siam was continued. During this year also the question of the future management of the Burma Railways was disposed of by the Secretary of State who announced the approaching termination of the contract with the Burma Railways Company, on 31st December 1928, to be followed by state control of the system.

14. In spite of a decrease of several lakhs in expenditure on Civil buildings, over a crore of rupees was spent on original works. The most important buildings under construction during the year were the the Rangoon Courts, the University Buildings and the Medical College. Buildings completed include the Mental Hospital, the Mingaladon Cantonment, the Central Jail at Tharrawaddy, the Court Houses of Bassein and Moulmein, the C.I.D. buildings at Insein, the Civil Hospital at Bhamo and the Women's Ward of the Civil Hospital, at Mandalay.

15. The Irrigation Branch showed a nett revenue balance of over Rs. 13 lakhs for the year's working. An abnormal credit of over Rs. 3 lakhs for work performed on behalf of local bodies enabled the Twante

canal accounts to show an enhanced profit of Rs. 1¼ lakhs. For the Pegu-Sittang Canal a slight reduction in nett results is recorded. The extension and remodelling of various canal systems—in particular the Salin Canal—was continued. Breaches in the Pegu River Embankment, caused by the 1926 floods, were effectually repaired ; and the reclamation of Bogale Town was begun.

16. In a year of legislative activity honourable mention may be accorded to those Acts which are designed to assist in the suppression of the wave of violent crime in the province. The Whipping (Burma Amendment) Act was brought into being on the recommendation of the Crime Enquiry Committee with a view to drastic treatment of persons guilty of crimes of violence. The Criminal Law Amendment Act gave Sessions Courts powers for a prompt disposal of certain criminal cases in which delay might defeat justice. The Indian Arms (Burma Amendment) Act which followed the report of the Committee appointed to advise on murders and dacoities prohibited the possession except on license. of daggers or clasp knives with blades more than 3 inches long, and gave powers to disarm persons carrying *dahs* at festivals and in towns. Other Acts dealt with the imposition of a tax on betting, with defects in the Rangoon Police Act, the Vaccination Act and with the Burma Oil-fields Act, with control of public water for mining purposes and with restrictions on the practising of unqualified midwives. Altogether 11 Acts, in addition to the five referred to in last year's report which came into force in the present year, were enacted. Of the 27 general Acts, passed by the Indian Legislature in this period, only one specifically refers to Burma, namely, Burma Salt (Amendment) Act, 1928, which transferred to the Central Government the control vested in the Local Government by the Burma Salt Act of 1917.

17. Politically the year was marked by renewal of agitation against payment of capitation tax and resulted in disorder in the Tharrawaddy, Insein, Prome and Pegu Districts, and in the proclaiming of a number of societies under the Indian Criminal Law Amendment Act, 1908. The agitation was suppressed. In an affray between the Police and the malcontents in Padinbin, Prome District, 3 villagers and 1 Sub-Inspector of Police were killed. A more serious situation arose in the Shwebo District where a hermit named Bandaka led an abortive rising in Tabayin Township, Shwebo District, which was followed by a series of large dacoities. After some 'months with the aid of the military po ice and in spite of the harbouring of dacoits by villagers the district was brought under control. By the end of the period under review situation was quite throughout the Province.

18. The police continued their uphill fight against violent crime, with partial success. A decline of 11 per cent. was registered in the total

number of true cases of important crime. Murders dropped by 37, dacoities by 100, and serious robberies by 41. It is regrettable to note that only thirty per cent of the murderers were convicted and that of persons tried for murder only one in nine was hanged. The percentages of convictions in other classes of important crime improved slightly but in no cases exceeded 50 per cent. The Habitual Offenders Restriction Act as a means of preventing crime proved less popular than heretofore as the decline from 928 to 397 attests. On the numbers of persons prosecuted under the Security sections of the Criminal Procedure Code amounted to nearly 3,000.

An increase in the number of 1st class Magistrates by 47 hardly sufficient to cope with the heavy volume of criminal work ; the number of special power Magistrates remained almost stationary. In order to relieve Township Magistrates of part of their burden the experiment of constituting benches of Honorary Magistrates at important villages was tried ; but it is doubted whether it will be found to justify the expense involved.

19. The Rangoon Town Police registered a further decrease in important crime, the only increases registered being under house-breaking and minor robberies. The Foreigners Act and the Expulsion of Offenders Act were put to good use and Rangoon Town was rid of a number of habitual criminals whose absence should favourably affect the city's crime statistics in the next few years. A sign of the growing danger of the Rangoon streets from motor-car traffic is to be seen in the increase of street fatalities from 32 to 51.

The Military Police, the sanctioned strength of which was increased by 72, had great difficulty in meeting all the calls made upon it. While the frontier expeditions and columns were still out, forces were required to deal with the dacoit gangs already mentioned, and to guard against the consequences of a threatened strike in the oil-fields. The result was that the men's leave had to be curtailed, and little training was possible. A small column from the Loimwe detachment was sent in October in pursuit of a party of Chinese bandits who had been looting frontier villages in Kĕngtūng State. Starting at short notice, the column covered thirty miles in a day over difficult country and overtook and attacked the dacoits, killing three and wounding others. The remainder fled, and all the stolen property was recovered. The column suffered no loss.

20. While the Paukkaung Reform Settlement recorded another year's useful progress, the experiment of employing ticket-of-leave men on outdoor labour cannot be regarded as a complete success when 18 per cent of the convicts made good their escape and 10 per cent. were returned to jail for breach of the conditions of their release. In the Bhamo, Myitkyina and Pegu Districts camps for ticket-of-leave convicts were closed and transferred to Magwe and Minbu. It was found more

profitable to employ the convict labour on the extraction of stone from quarries. The health of the convicts was as usual markedly superior to that of the public in general, but discipline left something to be desired, the increase in the number of jail offences dealt with by the Courts rising from 35 to 81. No less than 7 cases of assault upon jailors and jail officers proved fatal. Escapes were numerous, but 36 out of the 54 runaways were recaptured. The justification of the work of the Central Revisory Board is revealed by the year's statistics, which indicate that less than 5 per cent. of prisoners conditionally released have found their way back to jail. The Board now scrutinizes not only the cases of long-term convicts, but also those of all prisoners other than habituals with $2\frac{1}{2}$ years' completed jail service and the success of its efforts has now won the confidence of district officers.

21. There was no striking change in the health of the Province during 1927, as recorded in the Vital Statistics. The death rate was lower both for adults and infants than in the previous year, plague, small-pox and cholera show noteworthy declines, but was higher than in 1925. The year 1926, however, was particularly unhealthy. The decline of nearly 3 per thousand in the infantile birth rate, as compared with the previous quinquennium is ascribed partly to seasonal migration and partly to a general drift towards the towns. The figures are not in themselves a safe guide ; the incompleteness and inaccuracy of registration renders them unreliable. Infantile urban death rate recorded a decline of 20 per thousand, but the figure of 291 is still alarmingly high. The total urban death rates are headed by Taungdwingyi, thanks to an epidemic of small-pox ; the second place is taken by the Lower Burma town of Gyobingauk. It is difficult to prove that the large and growing sale of cinchona has had a beneficial effect upon the death rate from malaria, but it is gratifying to record a substantial decline of ·80 per thousand, to which extensive anti-malarial work in infected localities may have contributed.

In pursuance of the policy of transferring rural hospitals to the management of local funds, twenty-three hospitals in Upper Burma were made over to Deputy Commissioners' local funds. The number of scholarships and stipends for the M.B., B.S., and L.M. & S. courses at University College was increased, and the Burma Medical School, which trains students of the Sub-Assistant Surgeon class, and which had been closed to new entrants in 1926, was re-opened temporarily owing to the threatened shortages of medical officers. A serological department was opened at the Pasteur Institute.

The Vaccination Act, 1880, and parts of the Burma Vaccination Amendment Act, 1909, were extended to four notified areas in the Shan States. The activities of the Harcourt Butler Institute included a

Malaria Bureau opened in Sepetmber, and the training of Sub-Assistant Surgeons for a license in public health. Officers of the Public Health Department made malaria surveys in four fever stricken areas, and investigated *yaws* in the Mandalay and Lower Chindwin Districts. A small committee was appointed to inquire into the existence and characteristics of a disease popularly known as "Mak-aw-lam," which had given rise to some alarm. The British Empire Leprosy Relief Association sent a party to make a leprosy survey in the Chin Hills, in co-operation with provincial public health officers. The Local Government deputed an officer to investigate sanitary conditions at fairs and festivals, and their effect on the spread of communicable disease, and approved the gradual introduction of whole-time health officers for urban and rural areas, half their pay being met by the local bodies and half by provincial funds.

22. Rangoon, like the rest of the Province, enjoyed a fairly healthy year, but the pressing problem of pure water supply is not within sight of solution. The Yunzalin Hydro-Electric and Water Supply Scheme, advised upon by consulting engineers who were especially engaged for that purpose by the Local Government, proved prohibitive in cost. Other sources of supply are under investigation : meanwhile the existing water supply system has been improved.

23. In other respects the gradual modernization of the Rangoon Town has continued apace. The Rangoon Municipal Offices and Council Chamber were formally opened on 15th November 1927, and her extensions were in contemplation.

The Rangoon Port Commissioners made progress with their six main schemes for Port development, a beginning was made with the Lanmadaw Foreshore Scheme. The equipment of the Inland Vessels Depôt at Botataung was completed, the new Import Salt Depôt brought into use and their lands at Dawbon bought outright from the Rangoon Development Trust. A British firm of consulting engineers sent a representative to report upon the possibility of widening the Twante Canal and Chord Cut.

The Port Commissioners handled the large volume of trade that passed through their hands with success. The total volume of sea-borne trade advanced to 5½ million tons, and nearly 350,000 passengers entered the port.

24. The provincial contribution payable to the Central Government to the extent of Rs. 50·23 lakhs was remitted. Of this Rs. 18·63 lakhs constitutes a temporary remission ; the remainder is permanent. Largely owing to this remission central receipts fell by Rs. 4·37 lakhs as against an increase in the previous year of Rs. 45 lakhs. Customs contributed an increase of Rs. 35 lakhs, thanks to the activity in the import trades, of

sugar, tobacco, mineral oils, iron and steel, and textiles and to an increase in the excise duty on motor spirit. The Income-tax Department also recorded higher figures in increasing its provincial total from Rs. 206 to Rs. 213½ lakhs, of which the Local Government's proportion was Rs. 15½ lakhs. The machinery of direct income-tax administration was extended to Tavoy, Mergui and Kyaukse, but 13 districts still remained under provincial control. There was an increase both in the foreign import and in the total consumption of salt which reached the substantial figure of 3 million maunds, but in the consumption of Burma salt there was a decline. In the increased import of salt Germany and Italian East Africa bore a large share.

In the consumption of licit opium the decline which has been in evidence since 1916 continued. The activity of opium smugglers can be gauged by the seizure during the year of 375,000 tolas. The largest single seizure was 23,555 tolas of Shan opium. There were minor fluctuations in the import of excisable liquors, imported beers to some extent supplementing whisky and brandy. A striking feature in the Excise year was the seizure of over 900,000 grains of cocaine by the Customs Department, mostly of Japanese manufacture.

25. With regard to provincial figures while a substantial increase of Rs. 1½ crores in revenue brought the total to nearly Rs. 12 crores expenditure rose by Rs. 48 lakhs to Rs. 28 lakhs above the revenue figure Large increases in Land Revenue were produced from Government Estates, from the capitation tax, from petroleum revenue ; and nearly 8 lakhs of rupees was realized from irrigation works. An adjustment o expenditure incurred on behalf of the Central Government on the North-East Frontier contributing Rs. 8½ lakhs. On the expenditure side Rs. 25 lakhs was absorbed by the Rangoon University ; there were largely enhanced grants to Anglo-Vernacular Schools, a sum of nearly Rs. 6 lakhs had to be written off as part of the loan to the Burma Spinning and Weaving Company, and over Rs. 8 lakhs was spent in commuting the value of pensions. Increased expenditure is also to be traced to an increase in the Judicial cadre ; to smaller receipts under the head of country fermented liquors ; and to decreased consumption of opium and to the closing down of Forest Departmental operations in the Katha and Myitkyina Divisions. There was also a considerable fall in excise revenue. But against that has to be set off a record collection under the Stamp and Court Fees Act. Large and progressive increases in the Education and Public Health Departments and in Civil Works swelled the totals of provincial expenditure.

26. In Local Self-Government, District Councils continue to struggle against inexperience, not infrequently accompanied by dishonesty, and there were many complaints against them in audit. Superintending Engineers reported that half the District Ccuncils either failed to repair

their roads or to exercise a proper supervision over them. Provincial contributions to District Councils rose by Rs. 3 lakhs, but total receipts decreased by nearly Rs. 11 lakhs. However, the District Councils are not altogether blameworthy on this account as a decline in receipts from land revenue cess was to a great measure responsible for the decrease. Circle Funds were not established and Circle Boards continued to languish as advisory bodies without independent resources.

The Rangoon University Endowment Fund had by the end of the financial year reached the large figure of nearly 57 lakhs of rupees. There were many generous donors, particularly the Burma Oil Company who contributed a munificent sum of £100,000 for a college of mining and engineering, U Nyo who contributed 2 lakhs of rupees for a student's union and boat house, and *Rao Bahadur* S. R. Reddiar who subscribed Rs. 2 lakhs to the University Library.

The Chettyar community of Rangoon contributed Rs. 1½ lakhs and the following donated a lakh each, Messrs Steel Bros. & Co. :— Messrs. MacGregor & Co., Messrs. the Irrawaddy Flotilla Co. the Port Commissioners, Rangoon, Mr. Chan Chor Khine, Sir John Cargill and Mr. D. Cargill.

The expenditure on education for the first time rose to over 2 crores of rupees. Of this over 50 per cent. was contributed from Provincial Funds. Local Funds contributed an increase of over Rs. 2 lakhs and Municipal Funds of half a lakh. The number of vernacular schools advanced very considerably and there was a substantial increase also in the number of pupils. The demand for education of their children at Anglo-vernacular schools persists among parents and leads to a considerable waste in vernacular schools, to which the want of training of the school-masters contributes. A modified scheme for the better training of teachers has been recommended by a special committee under Mr. Sloss, and accepted by Government, the University agreeing to take responsibility for the work, the Local Government is to provide the necessary buildings, which are expected to involve an expenditure of about 13 lakhs of rupees.

27. Another defect of vernacular education is that children leave school before they have made much progress and are sent out to tend the family cattle. It is felt that some measure for compulsory education is needed to stop the wastage. Nevertheless the number of boys at Primary Schools in all classes improved by 14,612, and that of girls also stood at a slightly higher figure. In Anglo-vernacular schools only 35 per cent passed the High School Final examination, of whom to the disappointment of the unsuccessful but 400 were considered fit for matriculation, the University having for the first time insisted upon a pass in Mathematics. The shortage of vacancies in Anglo-vernacular schools in Rangoon has been traced to upcountry pupils' habit of migrating to the city for their education. The practice has been for the most

part suppressed by the issue of a circular enjoining enquiry into the conditions of recruits. Further relief is expected when a practising school on the University Estate in connection with the Teachers Training Scheme is established.

28. At the close of the year the University Estate accommodated 750 out of 1,260 students and those students living on the site benefited by its distance from the distractions of Rangoon Town. Rapid progress was made with the building of the new Judson College. In the University Examination the success of the women students was attributed by the Principal to their superior powers of application. Altogether 121 students took their B.A. and B.Sc. degrees during two years. The prevalent financial stringency has prevented much progress being made in the development of special and technical education but it is hoped that funds will now be available for technical evening classes, central schools, manual training classes, aud commercial examinations as recommended by Mr. Niven's committee. The Medical College was not completed in the year under review, but it was anticipated that it would be ready for occupation in 1929. The National Schools controlled by the Council of National Education suffered from lack of funds and public support. A few of them succeeded in making Burmese their medium of instruction instead of English.

29. Vernacular School Masters are handicapped by want of training ; but the new scales of pay for holders of the Vernacular Teachers' Certificate are so attractive that the demand exceeds the supply. The establishment of new Normal Schools at Prome and Moulmein would help to meet this demand, as would encouragement to Christian Missions to open new Normal Schools. A want of funds, however, has interfered with these projects.

PART II.

DEPARTMENTAL CHAPTERS.

NOTE.—The departmental reports and other references on which this *Report on the Administration of Burma* is based, are noted at the beginning of each chapter. The departmental reports do not all cover the same period. The Reports on the Administration of Civil and Criminal Justice, on the Police and Prison Administration, on the Working of the Registration Department, on the Public Health Administration, on Mental Hospitals, and on the Working of the Indian Factories Act, the Return regarding measures adopted for the extermination of Wild Animals and Venomous Snakes, the Reports on Mineral Production and on Hospitals and Dispensaries and the Report of the Chemical Examiner deal with events which took place within the calendar year 1927. The Reports on the Land Revenue and Land Records Administration, on the Working of the Co-operative Societies Act and on the Operations of the Department of Agriculture, and the Season and Crop Report, are concerned with the agricultural year from the 1st July 1927 to the end of June 1928. All other reports cover the twelve months of the official or financial year that ended on the 31st March 1928.

CHAPTER I.

PHYSICAL AND POLITICAL GEOGRAPHY.

REFERENCES—

- Quarterly Civil List for Burma, corrected up to the 1st April 1928.
- Season and Crop Report of Burma for the year ending the 30th June 1928.
- Report on the Land Records Administration of Burma for the year ended the 30th June 1928.
- Report on the Civil Veterinary Department (including the Insein Veterinary School), Burma, for the year ended the 31st March 1928.
- Report on the Public Health Administration of Burma for the year 1927.

PHYSICAL.

Physical Features of the Country, Area, Climate and Chief Staples.

For information on this subject reference should be made to paragraphs 1 to 8 of the Report on the Administration of Burma for the year 1921-22.

POLITICAL.

Historical Summary.

For information on this subject reference should be made to paragraphs 9 to 18 of the Report on the Administration of Burma for the year 1921-22.

Form of Administration.

For information on this subject reference should be made to paragraphs 19 to 42 of the Report on the Administration of Burma for the year 1921-22, and to the paragraphs under this head for the years 1923-24, 1925-26 and 1926-27. The most important formal change in the machinery of Government which occurred during the year under report was that the Chief Engineers in the Buildings and Roads and the Irrigation Branches of the Public Works Department ceased, with effect from May 1st, 1927, to exercise the functions of Secretaries to Government. From the same date the Financial Commissioner was relieved of the control of Excise matters.

Character of Land Tenures: System of Survey and Settlement.

For information on this subject reference should be made to paragraphs 43 to 56 of the Report on the Administration of Burma for the year 1921-22.

Civil Divisions of British Territory.

For information on this subject reference should be made to paragraphs 57 to 67 of the Report on the Administration of Burma for the year 1921-22, as modified by the changes recorded in paragraph 2 of the Report for the year 1925-26.

Details of the last Census: Tribes and Languages.

For information on this subject reference should be made to paragraphs 68 to 75 of the Report on the Administration of Burma for the year 1921-22.

Changes in the Administration.

The Government.

1. His Excellency Sir Charles Alexander Innes, K.C.S.I., C.I.E., I.C.S., was appointed Governor of Burma, in place of Sir Spencer Harcourt Butler, G.C.I.E., K.C.S.I., I.C.S., and assumed charge of his duties on the forenoon of December 20th, 1927. The Honourable Sir William Keith, C.I.E., remained Finance Member and the Honourable Sir J. A. Maung Gyi, Home Member, during the year. The Honourable Mr. L. Ah Yain continued in office as Forest Minister, and the Honourable Dr. Ba Yin, M.B., Ch.B., as Education Minister.

Administrative Territorial Changes.

2. *Revenue and General Administration.*—In August 1927, certain *kwins* were excluded from the Toungoo District and included in the Pegu District.

Additions to and Changes in the Administrative Staff.

3. *Burma Secretariat.*—In connection with the change in the functions of the Chief Engineers referred to in an earlier paragraph the Civil Secretariat was remodelled. In the Finance and Revenue Department a new appointment of Revenue Secretary was created to take over the Revenue work which had hitherto been dealt with by the Secretaries to the Financial and Development Commissioners acting *ex-officio* as Deputy Secretaries to Government. In the Home and Political Department the post of Deputy Secretary was abolished, and a new post of Judicial Secretary created. In the Ministry of Education a separate Secretary was appointed to deal with matters concerning Local Self-Government. The Secretarial work originally performed by the Chief Engineer, Roads and Buildings Branch, was allotted to the Forest Secretary, who was relieved of the charge of Excise and Fisheries; the corresponding duties of the Chief Engineer, Irrigation Branch, devolved upon the Revenue Secretary. The Secretaries to the Financial and Development Commissioners ceased to be Deputy Secretaries to Government and their posts were transferred from the superior to the inferior time-scale of the Burma Commission; three appointments of Under Secretary to Government were added to the Burma Civil Service.

Police Department.—With effect from July 1st, 1927, the temporary Maritime Range was abolished, the Arakan portion being united with the existing Delta Range to form a new Western Range, and the Tenasserim portion being recombined with Pegu in the Southern Range. A temporary post of Deputy Inspector-General lapsed in November 1927, but the loss was made good by replacing the Deputy Inspector-General for Administration by an officer of the rank of District Superintendent and thereby setting him free for the charge of a territorial Range.

Boiler Department.—The Boiler Inspectorate staff was increased by four Inspectors of Boilers in the junior grade.

Public Works Department.—Two permanent Superintending Engineers for the Irrigation Branch were sanctioned by the Secretary of State, the post of River Training Expert was created, and the River Training Circle constituted. A temporary post of Deputy Chief Engineer on the Roads and Buildings side was sanctioned for one year from February 1st, 1928.

Public Health Department.—The post of Hygiene Publicity Officer was made permanent from July 14th, 1927, and a full-time Medical Officer of Fairs and Festivals was appointed for seventeen months from October 1st, 1927. The Municipalities of Prome, Akyab and Pegu appointed private practitioners as full-time Health Officers on the half-pay grant system during the year 1927.

Civil Veterinary Department.—One of the two temporary posts of specialist (research) officers sanctioned in 1926 was filled during the year.

Co-operative Societies Department.—Three permanent appointments of Deputy Registrar, Co-operative Societies, were created with effect from November 27th, 1927.

Relations with Tributary States and Frontier Affairs.

(i) *Shan and Karenni States.*

[*Federated Shan States, comprising Northern and Southern Shan States; six Northern States, area 20,156 square miles, population 585,924; 32 Southern States, area 36,157 square miles, population 847,618. Karenni: three States, area 4,280 square miles, population 63,850, tribute Rs. 5,200. Hsawnghsup (Thaungdut): area 529 square miles, population 7,043, tribute Rs. 400. Singkaling Hkamti (Zingalein Kanti): area 983 square miles, population 2,287, tribute Rs. 100. Hkamti Long (Kantigyi) or Bhor Hkāmti: area 200 square miles, population 7,673, tribute Rs. 2,433.*]

Federated Shan States.

4. In spite of continued civil war in Yünnan, and considerable consequent disturbance in the intervening Chinese Shan States, with some rumours of intended incursions into British territory, there was no important breach of the peace of the frontier. On the North Hsenwi border some rice land on the British side was worked by Chinese subjects, who had to be forcibly ejected, and three boundary pillars were mischievously destroyed. Owing to the confusion of authority in Yünnan it was again found impossible to hold the annual frontier meeting with Chinese officials for the settlement of border disputes. Fighting of minor importance continued between Panthays and Was in the Wa states; and Chinese brigands hired to assist one side or the other committed a dacoity with murder over the North Hsenwi border at Kunlong. Head-hunting raids by Was in unadministered territory were reported to be more than usually prolific; and one raid was attempted in the semi-administered part of Manglun, but the party was driven off empty-handed by the local *Myosa*. The fighting in China had its effect on the Kēngtūng border further south in sending several hundred refugees across into British territory, where they were disarmed: the bulk of them returned with a turn in the tide of the struggle. Relations with the Siamese and with the French in Indo-China continued excellent. A combined attack by Burma Military Police and Siamese *gendarmerie* was made on a Chinese dacoits' and opium-smugglers' stronghold in the hills on the border. The band was dispersed and much illicit opium cultivation destroyed.

The Federated Shan States suffered a heavy loss by the sudden death in May 1928 of Sir Saw Hke, C.I.E., *Sawbwa* of Hsipaw, a Chief of influence among his fellows and a valuable link between them and Government. He had been knighted at the New Year of 1928. He was succeeded by his son Sao On Kya as probationary *Sawbwa*. The aged *Ngwegunhmu* of Namtok also died during the year. The question of amalgamating his small State with one of its neighbours is under consideration. The number of Myelat States was reduced by two during the year by the amalgamation of Kyawkku with Pwela and of Loimaw with Yawnghwe. The *Ngwegunhmu* of Kyawkku had been removed on account of embezzlement and mal-administration. Loimaw had been in charge of a board of officials during the minority of the intended heir; and amalgamation was decided on as this youth showed himself unfit for the succession. The State of Yawnghwe, administered by a British official since the death of the late *Sawbwa* Sir Sao Mawng, was placed in charge of Sao Shwe Thaik as probationary *Sawbwa* in March 1928. A personal salute of nine guns was awarded to the *Sawbwa* of Möngmit at the New Year. His Excellency Sir Harcourt Butler visited Taunggyi in November 1927, and his successor Sir Charles Innes paid a short visit to Kalaw a few months later.

The sixth session of the Federal Council of Shan Chiefs, held in November 1927, was opened by His Excellency Sir Harcourt Butler in a durbar at which he bade the Chiefs farewell. The proceedings of the Council marked another step forward in general interest in Federal affairs and in the evolution of businesslike methods, the remanding of the bulk of the subjects for discussion to committees for preliminary examination again proving useful and economical of time. The business included the formulation of the Council's advice on proposals to extend to the Shan States or parts thereof legislation concerning factories, co-operative societies, petroleum storage, cattle trespass, the registration of midwives and nurses, mining for precious stones, and the punishment of whipping in criminal cases; and on proposals to amend the local orders relating to opium and civil judicial procedure. The Federation budget was considered and approved and a large number of resolutions of general interest were also discussed.

The military police in the Northern States were strengthened by the transfer of one company from the Reserve Battalion. The usual frontier columns in both Northern and Southern States were sent out in the open season, and in several cases useful work was done in the capture or dispersal of border dacoits. The strength of the Federation civil police in the notified areas was slightly reduced. There was a marked decrease in the number of offences in these areas in the Northern States, but a slight increase in the Southern States. Offences dealt with by the State police continued to increase, though not to any serious extent except on or near the Chinese border in North Hsenwi. There was on the whole a fall in the number of civil suits filed. Namtu produces a large proportion of these cases.

The early and middle rains were excessive practically throughout the States, and not only was the firing of *taungyas* interfered with by premature rain, but considerable damage was done by floods to all early crops. The paddy crops were good in most areas that did not suffer from flood. Oranges and potatoes did well for the most part; but the opium crop in the trans-Salween areas was a complete failure owing to lack of seasonable winter rain. The result in the Wa States, where the opium crop alone is relied on, was a severe famine. Illicit cultivation of opium west of the Salween is still occasionally found, but it no longer appears to be undertaken to any very serious extent. The existence of smuggling on a large scale from Yünnan or the Wa States, however, is evidenced by large seizures made from time to time. The enormous seasonal immigration of labour from China for the mines of the Burma Corporation is a factor which militates strongly against the prevention of smuggling. The Federation survey party continued survey and summary settlement operations in Möngmit, Hsipaw and North Hsenwi, and definite progress was made, particularly in the first-mentioned State, in the introduction of assessment of revenue by acre rates. A beginning, however, has still to be made with this system in the Southern Shan States. A Superintendent of Land Records, to supervise these operations throughout the Federated Shan States, was appointed shortly before the close of the year. Rinderpest and other forms of cattle disease continued to take heavy toll of plough and draught cattle; but a step towards better organization of the veterinary service and the enforcement of timely reports and precautionary measures was marked by the agreement of the Chiefs to place their veterinary officers under the superintendence of Federal inspectors. Forest revenue fell by some Rs. 2½

Relations with Tributary S[illegible]

(i) *Sha*[illegible]

[*Federated Shan S*

[illegible] previous year, owing mainly to an [illegible] season, as against an abnormally good season in 1926-27. The lease of the Mekong forests in Kēngtūng State to the Est-Asiatique Français Company of Saigon, under a lump sum agreement, was arranged. The Burma Corporation's lead-silver output for 1927 showed an increase of 24 per cent. Mining concessions in the Southern Shan States showed little progress. The Lawksawk *Sawbwa* has commenced prospecting in earnest for silver and lead in his State, with the assistance of a properly qualified agent.

The Public Works Department carried out important improvements to trunk roads by metalling and bridging, and built several urgently required buildings. At the end of the year the total mileages of "metalled" and "unmetalled" roads were returned at 199·06 and 2548·63 miles respectively. The total expenditure for the year amounted to Rs. 26½ *lakhs*, of which Rs. 20¾ *lakhs* were spent on communications. The Lashio-Muse railway survey began in October 1927, and a preliminary traffic survey of the route was carried out in March 1928. The number of schools, teachers and pupils continued to increase, although the Chief Education Officer was able to report a small decrease in expenditure. Additions and improvements were carried out to hospitals and dispensaries and the popularity of these institutions was well maintained. The number of vaccinations rose, but when small-pox prevails in Yünnan nothing short of complete vaccination and re-vaccination can render the population of the Shan States immune. The town committees of notified areas continued to do useful work in carrying out sanitary and other improvements.

Karenni States.

5. The three Karenni Chiefs kept indifferent health throughout the year. The internal administration of these three States is far from satisfactory. Relations with Siamese officials on the border continue to be friendly. The sanctioned strength of the Military Police outpost at Loikaw is 34, all ranks, under the command of a *Jamadar*. The strength of the state police remained the same and the State of Bawlakè continued to pay half the cost of the police force employed by the Mawchi Mines, Ltd. Crime increased from 130 cases in the previous year to 170 in the year under report, of which 4 were violent crimes (2 murder and 2 robbery). Rainfall, though more plentiful than in 1926-27, was unevenly distributed and caused some damage to hill paddy. Karenni does not grow sufficient paddy for home consumption, and depends on rice from the neighbouring Shan States. The teak forests which are the main assets of these States are suffering from over-extraction and thousands of logs are reported to be lying unsold in the forests. Trade in cutch, lac, hides, *indwe* and soap-seed was brisk and prices obtained were much better than in the previous year. The gross revenue of the States decreased from Rs. 2·27 *lakhs* to Rs. 2·11 *lakhs*; while their combined expenditure was Rs. 1·85 *lakh* or Rs. 0·40 of a *lakh* less than in 1926-27. The Mawchi Mines, Ltd., exported 1,169 tons of tin-wolfram-scheelite concentrates during the year. The company employed on a monthly average 1,100 persons, including 14 Europeans, and treated 528 indoor and 7,913 outdoor cases in the company's hospitals. The total local expenditure of the company during the year was nearly Rs. 14 *lakhs*, of which about Rs. 3 *lakhs* were spent on an important deeper-development scheme with a view to opening up lodes for increased production. To cope

with the transport difficulty the company purchased 8 tractors and trailers and spent over a *lakh* on improvements to the Papun-Kyaukhnyat and Mawchi-Kemahpyu roads. The popularity of the hospital at Loikaw was well maintained. The number of registered schools, 25, remained the same as in 1926-27.

Other Shan States.

6. Saw Tun, K.S.M., *Sawbwa* of Hsawngsup, died in October 1927 and was succeeded by his *Kyemmong* Saw Kun Saung, who has been associated for years in the administration of the State. Floods from the Chindwin caused considerable damage to the *kaukkyi* paddy crop, but the spring rice crops were fair and saved the people. The health of the people was good. The State is well managed and the people contented and well-behaved. No case of murder has occcurred in the State for 20 years. Saw E, A.T.M., *Sawbwa* of Singkaling Hkamti, died in July 1927. His chief wife was appointed administratrix of the State during the minority of the deceased Chief's grandson Ba Thein, who is at school at Mandalay. Crops in the State suffered from floods and there was a severe outbreak of dysentery.

(ii) *The Chin Hills.*

(The Chin Hills District : area approximately 8,550 square miles, population **110,079.** *The Pakôkku Hill Tracts : area approximately 3,100 square miles, population 28,799. The Hill District of Arakan : area approximately 3,000 square miles, population 20,914. Tracts in the Upper Chindwin, Akyab and Kyaukpyu Districts.)*

7. Crops were fair in the Chin Hills District, health was good, and no important crime occurred. The new educational scheme is working well, and several new schools were opened. The Chiefs continued to take an interest in the improvement of communications and more suspension bridges were erected. An outbreak of foot-and-mouth disease imported from the plains, caused some loss among the *mythun*. The district was quiet and the people well behaved. The Somra Tract suffered from a raid, whose authors were suitably punished by the Assistant Superintendent.

The outturn of crops was poor in the Pakôkku Hill Tracts, and there was some scarcity. The country suffered from an outbreak of influenza in the autumn of 1927. Blood-feuds continued in the area which was formerly unadministered, but a visit from the Commissioner in person is said to have had an excellent effect in allaying hostilities, at least for the time being.

The usual petty raids continued in the newly administered area north of the Hill District of Arakan. Crime was negligible in the Hill District proper. Rainfall was deficient and the outturn of tobacco, which shows a tendency to displace rice as a crop, was poor. Sessamum and cotton did well and the yield of paddy was normal. Remissions of revenue amounted to less than 1 *per cent* of the total demand, and there were no outstandings at the end of the season. A severe outbreak of cholera resulted in 72 deaths, but the epidemic was promptly and effectively handled, and nearly 3,000 persons submitted to inoculation.

(iii) *The Kachin Hill Tracts.*

(Tracts in the Myitkyina and Bhamo Districts.)

8. An expedition of two Civil and two Military Police Officers with a strong column of Military Police was again sent into the unadministered territory of the Triangle to complete the work of slave redemption which had been interrupted by the punitive expeditions of the previous year, and to enquire into the condition of the slaves already released and put them as far as possible in the way of earning their own living. The expedition was divided into two parties. No opposition was anywhere encountered and the reception of the columns by the tribesmen was friendly even in the areas responsible for the outbreak in the previous year. The number of fresh slaves released in the Triangle was 1,028 and the amount of compensation paid to the owners was Rs. 43,365. It was ascertained that in the Sumprabum Subdivision of the administered area 353 slaves still remained for release and their redemption was effected at a cost of Rs. 8,381. Search was made for most of the slaves released in the previous year and they were found to be progressing satisfactorily.

An expedition was also sent into the Hukawng Valley to enquire into the condition of slaves released in the previous years and to pave the way for the settlement of some of the more important blood feuds which distress the valley. The slaves were found to have settled down in their new houses and some of those who had first decided to leave the Valley had returned. There had been considerable destruction of crops by floods and the collection of instalments of loans made to the slaves had in many cases to be postponed. A number of minor disputes were settled and information collected about the more important feuds.

In the Naga Hills on the west and north of the Hukawng Valley further progress was made in the work of the suppression of human sacrifice. Twelve additional Chiefs surrendered skulls of victims and promised to give up the practice. A third expedition was sent into the unadministered Naga Hills bordering on the Upper Chindwin District. The Civil Officer was successful in establishing in difficult circumstances friendly relations with the powerful Ponnyo Chief who was likely to menace the communication of any expedition passing up the Nampuk Valley.

In the Haimye area it was ascertained that there had been some backsliding with regard to the matter of human sacrifice. Two men who were concerned in the sale of victims were heavily fined, and the orders of Government prohibiting the sacrifice of human beings were further impressed on the Chiefs. The column received a respectful reception everywhere and no open hostility was experienced, though in the north of the area visited there had been some inter-village fighting. Some progress was made in the settlement of inter-village feuds and a promise obtained from tribesmen to abstain from raids of any kind on the main road from Hkamti into the heart of the area.

The frontier of the Sadon Subdivision was disturbed by robbers and dacoits from the small states on the Chinese side of the border who tried to interfere with caravans coming down to Waingmaw. The subdivision was also infested by a number of armed ruffians on the look-out for ponies and mules and anything else they could steal. Small temporary posts of military police were put out and the roads patrolled. A number of bad characters were arrested and punished and the trouble ceased.

In the Sinlum Subdivision of the Bhamo District there was a good deal of cattle theft. In most cases, however, the cattle were recovered. With these exceptions crime was light throughout the hill tracts. The general condition of the people in the Kachin Hill Tracts was good, though damage from rats in certain places is still reported.

The output of jade was 81,955 viss valued at Rs. 2,84,490 on which a royalty of Rs. 94,830 was paid. The Tawmaw mine remained in a dangerous condition and proposals to transform it into an open quarry were held up due to failure to obtain the services of an engineer to supervise blasting operations. One thousand seven hundred and twenty-three viss of amber valued at Rs. 19,080 paid a royalty of Rs. 954.

The cart road to Sumprabum has been pushed on and the earthwork is practically complete. The road from Kamaing towards Shaduzup on the way to Mainghkwan in the Hukawng Valley was taken up by the Pioneers at the cost of Provincial Funds and the earthwork has been finished to within two miles of the border. Progress has also been made on the Bhamo-Namkham Road, but the ticket-of-leave labour which was at first employed was so unsatisfactory that it was withdrawn.

Education in the Hill Tracts is hampered by lack of funds, and it has been necessary to close a few schools in Bhamo and the closing of a few schools in Myitkyina is being considered. Hill villages are usually so small that pupils received from long distances have to be boarded. Good work is being done in the carpentry and blacksmithy classes for Kachins in both Myitkyina and Bhamo.

The opium question still remains difficult. Owing to temporary shortage of opium in China before the new crop was reaped the importation of smuggled opium into Bhamo and Myitkyina fell off with the result that the sales of some of the shops increased and further supplies had to be indented for. As the new crop came on to the market the demand for the shop opium again decreased. An increase in the preventive staff recommended in the previous year has been sanctioned but has not yet been brought into effect for lack of funds. More cases of illegal cultivation were brought to notice in the present year than for several years past. Suitable action was taken to destroy the crops.

Condition of the People.

9. The year was, on the whole, more healthy than its predecessor and fewer deaths were recorded under all heads except plague and fever. An important event of the year was the fall in the price of paddy, the average price for boat paddy, in Rangoon dropping in the second quarter of 1928 to Rs. 161, or Rs. 24 less than any price quoted for this season of the year during the last eight years. But generally it may be said that the cultivator disposed of his paddy at fairly satisfactory prices, the bulk of the loss being borne by the traders. The rains broke very early, and rainfall was deficient in Upper Burma during June, August and September ; at the end of the season it was once more excessive. Early sessamum, cotton and groundnut all did moderately well but in most parts of Upper Burma unirrigated rice was a complete failure. In Lower Burma the rice crop was on the whole a good one, though certain districts suffered from floods. Statistics of deaths from rinderpest show a slight improvement upon those recorded for the preceding year, but serious outbreaks of the disease occurred in the Akyab, Katha, Bassein, Thatôn and Amherst Districts. Revenue was collected without much difficulty.

CHAPTER II.

ADMINISTRATION OF THE LAND.

REFERENCES—

Report on the Land Revenue Administration of Burma during the year ended the 30th June 1928.

Report on the Land Records Administration of Burma for the year ended the 30th June 1928.

Report on the working of the Rangoon Development Trust for the year 1927-28.

Agricultural Statistics of India, Volume I.

Realisation of the Revenue.

Changes in the Law, Rules and Directions.

10. No change was made during the year in the Land Revenue Law applicable to Upper and Lower Burma. The Rules under the Lower Burma Land and Revenue Act were amended to permit of the introduction of fixed assessments in the unsettled areas of Thayetmyo District and to fix the date on which *kaing* revenue falls due as April 1st or such other date as Government may prescribe. A new Rule was inserted prohibiting the issue of licenses for the extraction of clay for brick-making in respect of any area within 600 feet of a main road or 300 feet of any residential property unconnected with the industry. The Rules under the Upper Burma Land and Revenue Regulation were amended to provide that persons remaining in occupation of land after the cancellation of their grant or lease may be evicted without compensation. New rules for the assessment of rents on village sites were introduced on the model of the new rules framed under the Lower Burma Town and Village Lands Act. Certain minor changes were made in the Land Revenue Directions. The Lower Burma Town and Village Lands Act remained unaltered, but a new set of rules governing the rental of village sites was substituted for the existing rules in Chapter V; the issue of licenses for the extraction of clay for brick-making was made subject to the restrictions referred to earlier in this paragraph.

An important change was made in the fishery law by the Burma Fisheries Amendment Act, 1928. This inserted a new section 10A, to make special provision for the leasing of fisheries to cultivators whose land is affected thereby. Power was also taken to make compulsory assessment of the rents on the owners of all the lands drained by the fishery where only a majority of cultivators apply for a lease. The Rules were amended to regulate the use of sail cloth in fisheries, and the Directions to provide better procedure for accounting for licenses and to authorise Assistant Township Officers to check security. Amendments of some importance were made in the Directions under the Mineral Concessions Manual. It was prescribed that applications for the renewal

of a prospecting license for natural petroleum or natural gas should, in certain circumstances, be referred to the Superintendent of the Burma Party, Geological Survey of India. The procedure in regard to the renewal of prospecting licenses generally was stiffened with a view to ensuring that a licensee takes adequate steps to develop the area covered by his license. The remission and refund of fees in connection with prospecting licenses and mining leases when the amount involved exceeds Rs. 500 was made subject to the prior approval of the superior Revenue authorities.

Demand, Collections, Remissions and Outstandings.

11. The land revenue demand, excluding the amount credited to cess and irrigation, was Rs. 338·33 *lakhs*, a decrease of Rs. 2·05 *lakhs* over the previous year. The total amount remitted during the year amounted to Rs. 8·46 *lakhs* against Rs. 9·30 *lakhs* in the previous year. The total collections of land revenue, including arrears, amounted to Rs. 329·29 *lakhs*, or Rs. 1·93 *lakhs* less than in the preceding year. The outstandings at the end of the year were Rs. 2·92 *lakhs* compared with Rs. 2·83 *lakhs* in the previous year.

Revenue Proceedings and Coercive Processes.

12. The amount of revenue for the recovery of which processes were issued, was Rs. 19·79 *lakhs*, against Rs. 18·98 *lakhs* in the preceding year, and the amount actually collected by this method was Rs. 13·03 *lakhs*. The number of persons arrested decreased from 1,466 to 473, and 8 persons were committed to jail against 33 in the previous year. Sales of immoveable property increased from 1,459 in 1926-27 to 1,956 in 1927-28. Warrants of attachment of immoveable property numbered 8,620, and warrants of arrest were issued against 2,925 persons. Warrants of arrest were numerous only in Tharrawaddy (456), and Mergui (319). In Tharrawaddy 626 warrants of attachment of moveable property were issued and in Akyab 1,748 warrants of attachment of immoveable property. There were 549 sales of immoveable property in the Akyab District. On the whole the figures show that revenue was collected without difficulty.

Surveys.

Surveys by Imperial Agency.

13. Three parties of the Survey of India, including the Forest Party, were at work during the year. No. 21, the Forest Party, surveyed 87·52 square miles in the reserves, and 3·1 square miles in unclassed forests of the Mu Division. In the Katha Division the corresponding figures were 105·41 and 2·26 and in the Mansi Division 121·79 and ·51. The scale was four inches to the mile. In addition 106·2 linear miles of forest boundary theodolite traversing and 27·2 linear miles of interior work were carried out in Katha, and 155·6 and 109·9 miles, respectively, in Mansi. No. 11 Party continued its topographical survey in Thatôn and extended it into the Pegu and Insein Districts. The area surveyed, mostly on the one-inch scale, was 3,037 square miles, and a further 2,060 square miles were triangulated and traversed for detailed survey in the following season. No. 10 Party surveyed 3,538 square miles on the one-inch and four-inch scales in Hanthawaddy, Myaungmya and Pyapôn and 650 square miles on the half-inch scale in unadministered areas and the Upper Chindwin District. Triangulation and traversing with a view to detailed survey next season were carried out in Henzada, Minbu, Prome,

Sandoway, Tharrawaddy and Thayetmyo. Twenty-six Survey of India sheets were published on the one-inch scale, fifteen on the half inch, and eight on the quarter-inch, some of the smaller scale maps including portions of Assam and Siam. Tidal observations were made at Rangoon, Bassein and the Pilakat Creek.

Surveys by Provincial Agency: Extension and Revision Surveys.

14. The Special Survey Party was employed in the Ma-ubin, Hanthawaddy, Pegu and Shwebo Districts. It also carried out the subdivision and demarcation of 36 square miles for the Government Estates Department in the Pyuntaza Plain, large-scale contour surveys in Rangoon and Chauk, and the survey of two large oil concessions in the Pakôkku District. The party undertook no original traverse or cadastral survey in rural areas but in resurvey traversed an area of 428 square miles and did cadastral work over 383. The local staff and the special survey party together accounted for 753 square miles of traverse in resurvey, 1,261 square miles of cadastral re-survey and 63 square miles of cadastral revision survey. The local staff carried out original traverse over 120 square miles and original cadastral survey over 153 square miles. A satisfactory feature of the year was the high figure for extension surveys, 70,183 acres, attained by the unaided efforts of the local district staffs.

Town Surveys and Surveys of Leased Areas.

15. The local staff traversed 4·66 square miles of town areas in the Akyab, Mergui and Katha Districts, and carried out cadastral survey over an area amounting to 8·03 square miles in these districts and in Pegu, Henzada and Magwe. The number of grants and leases surveyed was 3,475, with a total area of 35,044 acres; the corresponding figures for last year were 3,129 and 36,758. Most of the work lay in the Mergui District, where a staff of special *potta* surveyors was employed.

Settlements.

Progress of Settlements.

16. Settlement operations were carried on during the year in the Pakôkku, Ma-ubin, Yamèthin, Myitkyina and Upper Chindwin Districts; they were completed in Yamèthin by October 1927. Preliminary operations were also conducted in the Thatôn and Lower Chindwin Districts. A small area in Pegu was settled by the District Magistrate.

Financial Results.

17. No new soil class rates were notified during the year, and the minor alterations in the existing demand do not call for comment. The cost of the three settlement parties was Rs. 3·56 *lakhs*; the figure does not include expenditure on preliminary, and certain minor, operations.

Land Records.

Area under Supplementary Survey.

18. The gross rural area under supplementary survey, exclusive of Government Estates, increased by 113,449 acres to 31,935,627 acres. Large areas were brought under supplementary survey in Pegu and Tharrawaddy, but an error of some 70,000 acres in the area previously reported

from Myaungmya accounts for nearly two-thirds of the difference. Decreases occurred in Prome, owing to the formation of three new forest reserves, and in Mandalay, where certain *kwins* placed under lump-sum assessment were excluded. An increase of 2,777 acres in the gross urban area was chiefly due to the addition of Chauk Town, and to extensions in the areas of Thayetmyo and Pyu. The occupied rural area rose by 136,702 acres owing mainly to extensions of cultivation in Lower Burma, but the season was so unfavourable in the dry zone that the area actually cultivated declined by 167,083 acres. The assessed area fell in sympathy by 219,925 acres.

Cost of Supplementary Survey.

19. The total cost of the Land Records Department rose from Rs. 23·71 *lakhs* to Rs. 25·12 *lakhs*. The comparison is somewhat misleading, as in three districts the cost of the "amalgamated" and ordinary Land Records staff is shown separately for the first time. With the exclusion of those districts in which the staff is amalgamated with the Canal staff the total increase was only Rs. 45,298, Rs. 40,000 of which sum represents an increase on account of the Special Survey Party, expenditure on which is subject to large fluctuations. Generally it may be said that earnings in Lower Burma districts were rather more than counterbalanced by increases in Upper Burma, especially in those districts in which settlement operations were in progress. The average percentage of the cost of survey to the total assessment rose from Rs. 6·08 to Rs. 6·13.

Training of Officers.

20. Besides the Central Survey School attached to the Special Survey Party at Shwebo, schools were maintained at Prome, Kyauksè, Moulmein and Minbu, as in the preceding year. The number of applications for admission was normal, and 98 applicants were admitted out of 123. Casualties reduced the number on the rolls at the end of the year to 61. The percentage of boys possessing seventh standard or higher qualifications was 74. Of 61 pupils presented 44 or 72 *per cent.* passed the examination in surveying; the best results were again attained by the Shwebo School. Twenty-eight of the 61 pupils remaining at the close of the year were paying fees. The conduct of the pupils was generally satisfactory. Expenditure rose slightly under all heads, and amounted to Rs. 15,983 as against Rs. 15,551 in the preceding year. Eighty-two certificates were granted to apprentices against 47 in 1926-27, and in several districts greater attention was paid to the systematic training of new recruits. Six Inspectors and ten Revenue Surveyors were given training in advanced surveying with the Special Survey Party, and there is now in existence a solid nucleus of traversers. Three officers of the Indian Civil Service, seven of the Burma Frontier Service, three of the Burma Civil Service, and nineteen of the Subordinate Civil Service were trained in Land Records work; eight probationers of the Land Records Service were also under training during the year.

Transfers of Land.

21. The total area of land sold during the year increased by 4,858 acres; the increase was almost wholly confined to Lower Burma, the districts chiefly responsible for it being Pegu, Tharrawaddy and Hanthawaddy. There was a large countervailing decrease in the three delta districts of Bassein, Myaungmya and Pyapôn, which is attributed to greater prosperity.

Waste Lands.

Colonisation.

22. The land in charge of the Administrator of Government Estates now amounts to 321,692 acres, of which three-quarters are occupied. Some 17,000 acres were allotted during the year in the Pyuntaza Government Estate, whose lay-out is almost completed. Three thousand and ninety-four acres were allotted in the Kyauktan Estate, and smaller blocks in the Kyawho Thatôn and Thategon Accretions, the Tawboksu area, the Aukkanyinmyauug Forest Reserve, and the Thatôn Government Estate. The assessed area declined from 158,231 to 157,681 acres, mainly on account of floods in the Yàndoon, Sittang North and Pyuntaza Government Estates. The total rent and revenue demand was Rs. 7,03,384 of which only Rs. 3,103 were outstanding at the end of the year; collections proved difficult in the Pyuntaza Estate where the tenants have not yet settled down into permanent villages. The Co-operative Societies in the Sittang Colonies repaid Rs. 1·4 *lakhs* of principal to Government; it was found necessary to grant suspension to one Society. Interest was paid in full by all societies save one. Low prices for paddy tempted many colonists to hold up their stocks until the break of the rains. Lack of good communications thereafter made marketing impossible. In the Yandoon Colonies the old loans have been practically all paid off; the occurrence of floods interfered with the repayment of new loans. The Myitkyina Colonies suffered from the same trouble; recent orders of Government have written down outstanding loans from Rs. 97,382 to Rs. 54,335. The Pyuntaza Societies continued to cause anxiety, though all but one repaid their principal and interest in full. The Sittang Colonies continued to be financed by their own Banking Union. Government loans amounting to Rs. 1,30,440 were made to individual tenants. An embankment costing half a *lakh* of rupees was constructed along the Bassein Creek to protect the Tawku area, and some fifty tanks in all were dug at a cost of Rs. 54,388.

Grants and Leases for Cultivation.

23. The total area granted or leased for cultivation increased by 7,189 acres to 20,909 acres. In Myaungmya an area of 1,009 acres was granted to ex-soldiers for cultivation. The area granted for rubber cultivation was 2,246 acres in the Thatôn, 2,591 acres in the Amherst and 5,108 acres in the Mergui Districts. In the Amherst District three grants covering an area of 202 acres were made for cocoanut cultivation and one grant covering 91 acres for citronella cultivation.

Revenue-free Grants and Assignments of Land Revenue.

24. The area granted free of revenue for religious and public purposes fell from 204 acres to 193 acres. The area granted or leased to revenue-collecting village headmen to supplement their revenue commission rose from 304 acres to 335 acres. The total value of assignments of land revenue during the year was Rs. 1,326. No grants of special interest or importance were made.

Government Estates and Wards Estates.

Rangoon Estate.

25. The Rangoon Development Trust continued to administer the Rangoon Government Estate on behalf of Government. There was a decrease of 102 acres in the area of the Government Estate, excluding the Kokkaing and Dawbon Estates; this was chiefly due to the sale of some 83 acres to the Port

Commissioners. Twenty-four acres were handed over to the Corporation for roads, and seven acres were acquired in the neighbourhood of the University. There was no change in the area of the Kokkaing Estate, which was merged in the Government Estate at the close of the year. The Dawbon Estate was reduced by 5 acres owing to the re-sale of certain lands to the original freeholders. The lease of cultivation rights brought in a revenue of Rs. 30,000. Rent collections from the Government Estate advanced by Rs. 42,469 to Rs. 14,97,230; the comparison is really more favourable than it seems, as the collections for 1927-28 include considerably less on account of arrears than did the collections of the previous year. There has ceased to be any organised opposition to the payments of rent, and though on March 31st, 1928, outstandings were as high as Rs. 1,11,292—an improvement of Rs. 41,366 on the figures for the previous year,—the explanation is largely to be sought in the fact that a large number of tenants are habitually one quarter in arrears. The demand for leases continued firm. During the year 1,387 long-term and 108 short-term leases were issued as against 1,201 and 75 in the previous year. The total receipts on revenue account improved by nearly a quarter of a *lakh* to Rs. 16,00,875. Expenditure was approximately Rs. 9 *lakhs*, and rather more than Rs. 7 *lakhs*, representing the balance, was transferred to Capital Account. Capital Expenditure on Capital Account, including indirect and overhead charges, declined from Rs. 8·61 *lakhs* to Rs. 6·16 *lakhs*, the largest reductions occurring under reclamation and the pay of the Engineering establishment, while internal communications absorbed nearly a *lakh* and a half more than in 1926-27. The provincial portion of the Government Estate is considered highly satisfactory. A further reference to the subject will be found in paragraph 147.

Other Government Estates.

26. Other Government Estates have been treated of in paragraph 22 above. There are no Court of Wards Estates in Burma.

Revenue and Rent-paying Classes.

Area held by Agriculturalists and Tenancies.

27. The total occupied area under supplementary survey rose slightly from 18,384,920 to 18,520,436 acres. The holdings of non-agriculturalists increased by 96,300 acres, half of this area going to non-agriculturalists resident in the locality. In both parts of the Province there has been a slight increase in the percentage of land in the hands of non-agriculturalists. For the Province as a whole the figure is 19·84 as against 19·47 in the previous year. Action was taken in the Bassein and Katha Districts to resume lands unauthorisedly alienated to non-agriculturalists.

The area let to tenants decreased by 89,977 to 6,541,608 acres. The largest increases in the area let at full fixed rents in Lower Burma occurred in the Pegu, Hanthawaddy, Bassein and Pyapôn Districts, while heavy decreases under this head are reported from Insein, Myaungmya and Ma-ubin. Upper Burma showed a large decrease in the area let on share or partnership, Pakôkku, Myingyan, Sagaing and the Lower Chindwin being the districts mainly responsible. In respect of the area let on privileged rates or rent-free Pegu and Shwebo report large increases, while decreases occurred in Bassein, Magwe, Myingyan and Sagaing. No very convincing explanation of these fluctuations is forthcoming.

CHAPTER III.

PROTECTION.

REFERENCES—

Report on the Police Administration of Burma for the year 1927.
Report on the Rangoon Town Police for the year 1927.
Returns showing the results of measures adopted in Burma with a view to exterminating Wild Animals and Venomous Snakes during the year 1927.
Report on the Administration of Criminal Justice in Burma for the year 1927.
Report on the Prison Administration of Burma for the year 1927.
Report on the Administration of Civil Justice in Burma for the year 1927.
Report on the Administration of the Registration Department in Burma during the year 1927.
Report on the Working of the Indian Companies Act in Burma for the year 1927-28.
Review of the Reports on the Working of District Councils in Burma during the year 1927-28.
Report on the Municipal Administration of the City of Rangoon for the year 1927-28.
Review of the Reports on the Working of Municipal Committees in Burma (except Rangoon), during the year 1927-28.
Burma Lights Report for the year 1927-28.
Administration Report of the Commissioners for the Port of Rangoon from 1st April 1927 to 31st March 1928.
Annual Statement of the Sea-borne Trade and Navigation of Burma with Foreign Countries and Indian Ports for the official year 1927-28, Part III, Shipping.
Report on the Maritime Trade and Customs Administration of Burma for the official year 1927-28.
Annual Statement of the Sea-borne Trade and Navigation of British India with the British Empire and Foreign Countries, Volume II.
Annual Statement of Coasting Trade and Navigation of British India.
Statistical Abstract for British India, Volumes I, III and IV.
Report on Government Steamers, Vessels and Launches in Burma for the year 1927-28.

Legislative Authority.

The history and constitution of the legislative authority of the province are described in paragraphs 103 to 106 inclusive of the Report on the Administration of Burma for the year 1921-22.

Course of Legislation.

Work of the Legislative Council.

28. Of the Bills referred to in the Report for the year 1926-27, the following became law as Burma Acts XI, IX, VIII and X of 1927, and IV of 1928, respectively, namely :—(1) The Burma Water-Power Bill, 1927, (2) The Rangoon Police and Burma Oil-fields (Amendment) Bill, 1927, (3) The Whipping (Burma Amendment) Bill, 1927, (4) The Burma Midwives and Nurses (Amendment) Bill, 1927, and the Burma Vaccination Law Amendment (Amendment) Bill, 1927. During the period from the 1st September 1927, to the 31st August 1928, the following fifteen Bills were introduced in the Legislative Council :—

(1) The Burma Repealing Bill, 1927.
(2) The Burma Criminal Law Amendment (Conditionally Released Prisoners) Bill, 1927.
(3) The Burma Outports (Amendment) Bill, 1927.
(4) The Burma Food and Drugs Bill, 1927.
(5) The Burma Criminal Law (Amendment) Bill, 1927.
(6) The Burma Canal (Amendment) Bill, 1927.
(7) The Burma Oil-fields (Amendment) Bill, 1927.
(8) The Burma Weights and Measures Bill, 1927.
(9) The City of Rangoon Municipal (Amendment) Bill, 1927.
(10) The Burma Betting Tax Bill, 1928.
(11) The Indian Arms (Burma Amendment) Bill, 1928.
(12) The Burma Military Police Bill, 1928.
(13) The Burma Fisheries (Amendment) Bill, 1928.
(14) The Indian Stamp (Burma Amendment) Bill, 1928.
(15) The Burma Financial Commissioners' Bill, 1928.

Of these all but the ninth were passed by the Legislative Council; the assent of the Governor-General-in-Council was withheld from the third after the close of the period under report. Of the thirteen remaining all but the last two passed into law and became, respectively, Acts II, III, X, V, VI, I, XI, IX, VII, XII, and VIII of 1928.

These acts are dealt with below in the order of publication.

The Whipping (Burma Amendment) Act (VIII of 1927), was enacted to give effect to certain recommendations of the Burma Crime Enquiry Committee and of the Committee appointed to advise on murders and dacoities. Under the Act a male sentenced to imprisonment for a period exceeding five but not exceeding seven years and any person who commits any offence under section 324, 325, 326, 329, 331, 333, 365, 366, 366A, 367, 368, 369, 372 or 393 of the Indian Penal Code may be punished under the Whipping Act, 1909, notwithstanding anything contained in section 393 (*b*) of the Code of Criminal Procedure, 1898.

The Rangoon Police and Burma Oil-fields (Amendment) Act (IX of 1927), was enacted to remedy certain defects in section 31B of the Rangoon Police Act, 1899, and section 12A of the Burma Oil-fields Act, 1918.

The Burma Midwives and Nurses (Amendment) Act, (X of 1927), (non-official) was enacted so as to prohibit midwifery practice by unqualified persons in areas in which there are resident a sufficient number of qualified midwives and of qualified medical practitioners.

The Burma Water-Power Act, (XI of 1927), was enacted so as to regulate and control the use of public waters for mining operations and for obtaining power by the generation of electric energy or otherwise.

The Burma Oil-fields (Amendment) Act, (I of 1928), made provision for the appointment of Assistant Wardens of the Oil-fields.

The Burma Repealing Act (II of 1928), repeals the Elephants Preservation Act, 1879, so far as Burma is concerned as the Burma Forest Act was amended in 1926 so as to deal with elephants.

The Burma Criminal Law Amendment (Conditionally Released Prisoners) Act, (III of 1928), was enacted with the object of discouraging prisoners employed in Burma on public works from absconding by providing that prisoners who abscond in violation of a condition of remission of punishment under section 227 of the Indian Penal Code shall, in addition to the punishment prescribed by that section, be punished with rigorous imprisonment for a term which may extend to one year.

The Burma Vaccination Law Amendment (Amendment) Act, (IV of 1928), was enacted so as to provide for the compulsory vaccination of all immigrants entering Burma whether labourers or not, so as to mitigate the danger to public health to which Rangoon and the Province generally are yearly exposed by attacks of small-pox.

The Burma Criminal Law (Amendment) Act, (V of 1928), was enacted so as to give effect to the recommendations of the Committee appointed in 1926 to advise on murders and dacoities. It provides special measures to secure the public safety by the more speedy trial of serious offences involving violence.

The Burma Canal (Amendment) Act, (VI of 1928), was enacted so as to introduce minor alterations in the Burma Canal Act (No. II of 1905) with a view (*a*) to legalise the collection by the Revenue Authorities of the amounts due by cultivators for watercourses constructed by Government on their behalf under sections 16 and 21 of the Act, and (*b*) to provide for the farming of tolls levied on vessels entering or navigating a canal and of other charges imposed under sections 79 and 80 of the Act.

The Indian Arms Burma (Amendment) Act, (VII of 1928) was enacted so as to give effect to the recommendations of the Committee appointed in 1926 to advise on murders and dacoities. It amends the provisions of the Arms Act in its application to Burma so as (1) to make it clear what knives are arms ; (2) to enable the Local Government at any time to remove any uncertainty that may arise regarding a particular type of knife, and (3) to prohibit persons from going armed with dangerous weapons, such as *dahs* and knives with pointed blades even though these weapons are intended exclusively for domestic, agricultural or industrial purposes.

The Burma Fisheries (Amendment) Act, (VIII of 1928), was enacted so as to put a stop to the disputes which are constantly arising in parts of Burma between fishery lessees and cultivators. It provides for the issue of fishery leases to landowners collectively at approved rents in order that they may have power, within the area drained by the fishery, to regulate the flow of water in accordance with their own interests.

The Burma Betting Tax Act, (IX of 1928), was enacted so as to give effect to the recommendations made in paragraph 17 of the Report of the Capitation and *Thathameda* Taxes Enquiry Committee which provide for additional revenue for the Province by levying a tax on certain forms of betting.

The Burma Food and Drugs Act, (X of 1928), was enacted so as to make better provision for the sale of food and drugs in a pure state in

Burma, as it was found that the existing law on the subject was not sufficient to check the serious evil of adulteration.

The city of Rangoon Municipality (Amendment) Act, (XI of 1928), was enacted so as to provide for the payment of gratuities by the Corporation to dependents of officers and servants of the Corporation who die before retirement, and for the correction of certain minor defects and errors in the City of Rangoon Municipal Act, 1922.

The Burma Military Police Act, (XII of 1928), was enacted so as to consolidate and amend the law relating to Military Police in Burma.

General Acts affecting Burma.

29. The undermentioned Acts affecting Burma were passed by the Indian Legislature during the period under review :—

General Acts of 1927.

XI. The Insolvency (Amendment) Act, 1927.
XII. The Repealing Act, 1927.
XIII. The Indian Bar Councils (Amendment) Act, 1927.
XIV. The Indian Merchant Shipping (Amendment) Act, 1927.
XV. The Indian Divorce (Amendment) Act, 1927.
XVII. The Indian Lighthouse Act, 1927.
XVIII. The Indian Succession (Amendment) Act, 1927.
XIX. The Presidency-Towns Insolvency (Amendment) Act, 1927.
XX. The Bamboo Paper Industry (Protection) Act, 1927.
XXI. The Indian Securities (Amendment) Act, 1927.
XXII. The Societies Registration (Amendment) Act, 1927.
XXIII. The Indian Tariff (Cotton Yarn Amendment) Act, 1927.
XXIV. The Indian Tariff (Amendment) Act, 1927.
XXV. The Criminal Law (Amendment) Act, 1927.
XXVI. The Cantonments (Amendment) Act, 1927.
XXVII. The Indian Emigration (Amendment) Act, 1927.
XXVIII. The Indian Income-tax (Amendment) Act, 1927.
XXX. The Indian Divorce (Second Amendment) Act, 1927.

General Acts of 1928.

I. The Burma Salt (Amendment) Act, 1928.
II. The Indian Securities (Amendment) Act, 1928.
III. The Indian Income-tax (Amendment) Act, 1928.
V. The Indian Finance Act, 1928.
VI. The Indian Merchant Shipping (Amendment) Act, 1928.
VII. The Indian Tariff (Amendment) Act, 1928.
VIII. The Steel Industry (Protection) Act, 1928.
IX. The Indian Territorial Force (Amendment) Act, 1928.
X. The Auxiliary Force (Amendment) Act, 1928.

All the above Acts came into force during the period under review except Acts XIV and XVII of 1927 and Acts I, VI, VII, IX and X of 1928, the last two, however, were to come into force not later than the 1st January 1929.

Ordinances affecting Burma.

30. No Ordinance affecting Burma was enacted during the period under review.

Regulations affecting Burma.

31. No Regulation affecting Burma was made during the period under review.

Extension of Enactments to Shan States.

32. The Upper Burma Ruby Regulation, 1887, was extended to the Shan State of Kĕngtūng in the Southern Shan States.

Police.

Civil Police: Strength and Cost.

33. The temporary Maritime Range was abolished from the 1st July 1927, and the Province was re-divided into three Ranges, the Western, including the Arakan and Irrawaddy Divisions, the Southern, including Pegu and Tenasserim, and the Northern including Upper Burma and the Federated Shan States. The cadre of District Superintendents was reduced by one, and that of Deputy Superintendents increased by one. One Inspector, four Sub-Inspectors, three Station Writers, four Head Constables and fifty-nine Constables, were added to the force. The increases were due in some measure to the re-opening of certain police-stations which had been closed on the recommendation of the Police Enquiry Committee of 1924. One new police-station was opened, and two outposts abolished. The sanctioned strength of the Police Force, excluding gazetted officers, rose from 2,182 officers and 11,116 men to 2,187 officers and 11,182 men, though the actual strength fell short of this total by 21 officers and 374 men. The shortage of Sub-Inspectors with adequate educational qualifications was still considerable, but there has been some improvement, and it is hoped that the cadre will be properly staffed by the end of 1930. The majority of districts reported no difficulty in recruiting a good type of constable, but there are certain areas where the prevailing remuneration of labour is high enough to discourage enlistment. Too many men are leaving the force, and the remedies suggested are a more careful initial selection by the District Superintendent in person, and the posting of recruits to their home police-station for the first one or two years of service. Thirty-eight *per cent*. of the force were admitted to hospital, and on these statistics the health of the police cannot be considered satisfactory; doubts are, however, entertained of the genuineness of the alleged indisposition in a certain number of cases. The cost of the Civil Police Force debitable to Provincial Revenues was Rs. 114·54 *lakhs*, rather more than Rs. 2½ *lakhs* in excess of the expenditure of the previous year. There was an increase of nearly Rs. 3 *lakhs* under the head District Executive Force, while the abolition of the Maritime Range effected a saving of nearly three quarters of a *lakh*.

Conduct, Education and Training.

34. One hundred and forty-five officers and men were removed or dismissed after departmental enquiry; the corresponding figure for 1926 was one hundred and seventy-one. The number of officers and men removed or dismissed as the result of a conviction in the Courts was 159, as against 166 in the previous year. Minor punishments were awarded to 1,018 officers and men; this is an improvement of 143 over the figures for 1926. Resignations increased from 309 to 373, and desertions from 43 to 87. On the whole the discipline of the force has shown considerable improvement, owing no doubt to the better type of Sub-Inspector and Constable

that is being recruited. A satisfactory feature of the year is the improvement in the conduct of Sub-Inspectors from the Provincial Police Training School. The annual report takes justifiable pride in the fact that though the entire force numbers nearly 12,000, only 4 cases occurred of ill-treatment of prisoners and only 7 of misconduct towards the public. Special promotion was given in eight cases, and the number of rewards granted rose from 3,082 to 3,135. Eighty-nine cadets appeared for the Final Examination at the Training School in June 1927, and 83 passed, with an average mark of 68 *per cent.* For the December examinations 100 cadets appeared, of whom 98 passed, with an average mark of 76 *per cent.* Ninety-one cadets remained under training at the close of the year. Discipline is reported to have been good on the whole. The number of constables, other than recruits, sent to District Training Depôts was 993 as against 522 in the preceding year; only 40·28 *per cent.* qualified in the course as against 45·02 *per cent.* The number of recruits trained rose from 1,303 to 1,381. The great importance of this work is now recognised, and the methods of training have been brought up to date and made as practical as possible. The establishment of a Central School for constables is under consideration. One thousand six hundred and eighty-five officers went through the annual revolver course as compared with 1,472 in 1926. the respective figures of merit obtained were 90·81 and 86·27. Six thousand one hundred and two trained men and 715 recruits fired the annual musketry course, as against 7,455 and 550 in 1926. First aid classes were attended by 318 officers and men: of the 242 candidates who presented themselves for examination 203 passed, and 58 received special certificates and badges. Attention continued to be paid to athletics and the Burma Police football team won two public competitions and failed by a narrow margin to attain success in a third. Co-operative Societies were instituted in seven more districts, and the aggregate share capital increased from Rs. 1·23 *lakhs* to Rs. 1·84 *lakhs*.

Buildings.

35. In the General Administration Report for 1925-26 reference was made to a sanctioned scheme whereunder a sum of Rs. 48·48 *lakhs* was to be expended over a number of years on the provision of adequate housing for the Civil Police. This was revised in 1927, and the present requirements of the Department amount to Rs. 77·61 *lakhs*. A further instalment of Rs. 5 *lakhs* was provided in the Budget for 1927-28, and it was proposed to devote the money to accommodating one Sergeant, 58 Sub-Inspectors, 53 Head Constables and 235 Constables during the financial year. The problem of housing the subordinate ranks is one of pressing urgency, and many district reports emphasise the adverse effect which present conditions have upon recruitment. Major works completed during the year include a defensible police-station at Taikkyi (Rs. ·58 *lakh*), an office for the District Superintendent at Yamèthin (Rs. ·33 *lakh*), quarters for the Headquarters Assistant and Deputy Superintendent at Toungoo (Rs. ·18 *lakh*), an armed lock-up at Kayan (Rs. ·28 *lakh*), a non-defensible police-station and quarters for the staff at Tawlatè (Rs. ·47 *lakh*), quarters for the District Assistant at Syriam (Rs. ·20 *lakh*), and quarters for the Headquarters Assistant at Magwe (Rs. ·16 *lakh*).

Crime.

36. The number of cases of cognisable crime reported during the year rose slightly from 71,164 to 71,408. (To facilitate comparison 3,664 cases reported under the preventive sections have been included in the 1927 figures. These

are now excluded from the statements appended to the Annual Report and the grand total for the purpose of future comparisons is 67,744.) There was a considerable increase under class II (serious crime against the person), and insignificant increases under class IV (minor offences against the person), and class VI (miscellaneous). There were decreases under class I (offences against the State), class III (serious offences against property), and class V (minor offences against property). In brief there was a general improvement in the matter of reported crime except serious offences against the person. If we take important crime as a whole the number of true cases has declined by about 11 *per cent.* to 1,563. Murders were less by 37, dacoities by 100, and serious robberies by 41. Insein, Henzada, Ma-ubin, Yamèthin, Pyapôn and Magwe were the districts contributing most to the improvement, while there was an increase of important crime in Meiktila, Tharrawaddy, Pegu and Shwebo. There was a further decline, from 386 to 337, in the number of cases of important crime in which firearms were used. It is observed that there is little essential difference in Burma between the unpremeditated murder, attempted murder, culpable homicide and grievous or simple hurt, and it is suggested that one way of stemming the tide of murder is the infliction of really deterrent sentences in even trivial cases of hurt in which a weapon is used. Legislation was passed during the year to prohibit the possession of clasp knives and daggers. True cases of cattle theft decreased by 436 to 3,574, but in view of the fact that cattle are usually stolen for ransom, and that the ransom is in the majority of cases paid without further steps being taken, these figures give little ground for satisfaction. True cases of ordinary theft declined by 363 to 9,347. Here again the statistics lack significance, for the reduction in the number of police-stations has naturally discouraged the reporting of petty cases. There was a decrease from 4,476 to 4,242 in the number of cases of house-breaking dealt with. Offences against the currency declined by 94. Drink was reported to be responsible for about the same number of cases as in the previous year.

Working of the Police.

37. The percentage of convictions in true cases of important crime advanced from 35 to 37; variations under individual heads of crime are as follows :—

Murder 30 as against 31 in 1926.
Dacoity 43 as against 40 in 1926.
Robbery 48 as against 41 in 1926.
Cattle theft 45 (no change).
Ordinary theft 53 (no change).

The percentage of convictions to all cases investigated by the Police was 63 as compared with 64 in the previous year. Of cases sent up for trial the percentage of convictions remained at 84. The number of true cases disposed of by the police was 30,900 of which 11,261 remained undetected. The percentage of cases in which investigation was refused improved from 7 to 8 ; of those investigated 4,171 were declared to be false, as against 4,306 in the preceding year. The number of cattle stolen was 5,817, of which 3,102 were recovered. The total value of property stolen rose from Rs. 29·14 *lakhs* to Rs. 31·28 *lakhs* and the value of the property recovered from Rs. 5·98 *lakhs* to Rs. 6·03 *lakhs*. The number of persons arrested by the Police for cognisable offences was 65,954, of whom 60,683 were tried and 38,167 convicted. Eight hundred and eighty-eight persons were evading arrest at the end of the

year. There were 41 escapes from police custody, as against 39 in 1926 ; in addition 17 prisoners escaped from Military Police custody. Of the total number forty-seven were recaptured before the end of the year. Village headmen continued to give valuable assistance to the Police, and on several occasions villagers successfully resisted dacoits. Rewards were granted to 1,499 headmen, 140 ten-house-*gaungs* and 2,863 villagers for help in the detection and prevention of crime. Opinion appears to be divided as to the utility of the Police Advisory Committees.

Important Incidents.

38. An abortive rising in the Tabayin Township of Shwebo under a hermit named Bandaka, who has disappeared, ended in a series of dacoities. Advantage was taken of the prevailing unrest by a dacoit Kyaw Zan in the neighbouring township of Ayadaw ; he was ultimately killed by one of his own followers. These outlaws attracted an unfortunate amount of sympathy in the country side, and the disturbance lasted some months longer than it should have done owing to the harbouring of absconders by the villagers. Order was eventually restored with the aid of the Military Police. As compared with its predecessor the year was politically restless. There was a certain amount of resistance to the collection of *Thathameda*-tax in some of the Upper Burma districts, but it was promptly suppressed. A disaffected monk toured the country making a series of revolutionary speeches, with the result that certain districts in the Pegu Division were out of hand by the close of the year, and it became necessary to adopt strong measures for the restoration of law and order. A serious affray took place at Padinbin in the Prome District, whither a *posse* of Police had gone to make an arrest. Three villagers and one Sub-Inspector were killed. There were no important labour troubles, and a threatened strike on the Yenangyaung Oilfield in the hot weather was averted. Two Europeans were murdered, one from motives of revenge and one with the object of robbery. There is the usual catalogue of brutal murders, many of which occurred from the most inadequate causes.

Offences under Special Acts.

39. There was a slight decrease in the number of cases dealt with under the Excise and Opium Acts. Of the former class 3,540 out of 5,552 were dealt with by the Excise Department. The percentage of convictions to cases dealt with fell from 94 to 91. Two thousand six hundred and sixteen cases were dealt with under the Opium Act, and the percentage of convictions rose from 92 to 93. In the majority of districts the Police were too much preoccupied with crime to render a full measure of assistance to the Excise Department, and there was a disappointing fall from 422 to 254 in the number of prosecutions instituted under the preventive sections of the Opium law. The number of cases dealt with under the Gambling Act was 2,758 as compared with 2,831 in 1926. Proceedings under the preventive sections were only instituted against 163 professional gamblers, of whom 134 were placed under secruity ; the figures compare unfavourably with those recorded for the previous year. Prosecutions under the Arms Act declined from 845 to 796, and the percentage of convictions to cases dealt with rose from 90 to 93. As was the case in the previous year, comparatively few of the offences related to firearms.

40. True non-cognisable cases rose from 38,829 cases to 40,824.

Non-cognisable Crime.

Offences against the State and public tranquillity showed an increase of 74 cases, while there was a decline of 532 cases under the head "Minor offences against the person." Most of the net increase is accounted for under class VI, and reflects a natural expansion of work in connexion with the Motor Vehicles Act.

41. The vigorous working of the Preventive Sections was continued, though the number of persons prosecuted under sections 109 and 110 of the Criminal Procedure Code declined from 3,341 to 2,977. Seventy-nine *per cent.* of these were placed on security, as against 86 in the previous year. Considerably less use was made of section 7 of the Habitual Offenders Restriction Act, only 397 criminals being dealt with thereunder as against 928 in 1926. Three hundred and fifty-two criminals were restricted to their own or other villages. Six hundred and fifty-seven persons were prosecuted under section 18 of the Act for breaches of the restricting order, and 566 were convicted. The Paukkaung Reformatory Settlement has been of the utmost assistance in the campaign against organised crime and the establishment of another institution on the same model is advocated. Four criminal tribes were notified under the Criminal Tribes Act.

Preventive Law, Surveillance and Identification.

The new system of surveillance, whose object is to concentrate attention on persons suspected of being dangerous criminals, was brought into thorough working order during the year, and has effected a great improvement in surveillance work. Prome, Tharrawaddy and Pegu were again the districts returning the greatest numbers of surveillance criminals : the figures are, respectively, 1,533, 992 and 992. Of a total of 1,669 proclaimed offenders only 110 were arrested, and the complaint is repeated that the proportion of arrests of offenders proclaimed in previous years is far smaller than it should be. The serious feature of the case is that the majority of absconders are wanted for murder ; unfortunately little assistance is to be looked for from the public.

The Finger Print Bureaux at Insein, Chauk and Yenangyaung maintained their previous high standard of efficiency. The staff at Insein was reinforced by one Inspector and two Sub-Inspectors. The extensive development of the Singu oilfield has caused the centre of gravity to move from Yenangyaung to Chauk, and a redistribution of their staffs is under contemplation. At the end of 1927 a total number of 151,454 finger print slips was on record at Insein, while Chauk was in possession of 13,223, and Yenangyaung of 60,996.

There was a further improvement in the taking of slips, the number rejected at the Central Depôt representing rather less than ·9 *per cent* of the total sent in from the districts. Of 9,124 slips sent for identification 2,264 were traced, and in 87 *per cent* of the cases were found to belong to criminals working outside the limits of their own districts. Sixty of the criminals identified by their finger prints were found to be absconders, and 592 suspects were identified from the thumb-impressions on pawn tickets. Expert evidence was given in 253 criminal and 169 civil cases. The total number of old offenders identified and reconvicted was 5,954 as against 6,338 in 1926. The Crime Classification Bureau increased its collection of name cards from 820 to 1,141.

42. Punitive Police forces were stationed during the year in the Pegu, Mergui, Meiktila, Myingyan, Shwebo and Lower Chindwin Districts.

Punitive Police.

43. The sanctioned strength of the Railway Police remained unchanged at 72 officers and 403 men, and the actual strength was practically the same. There was no difficulty in obtaining Burman recruits of a good type, and at the end of the year there were as many as 57 Burman candidates on the waiting list. There were again no desertions. More punishments were inflicted, but the force was generally well behaved. The housing of the Railway Police remained in an unsatisfactory condition, and a comprehensive estimate made out in 1925 has had to be recast owing to the unsuitability of the type of house selected for the inhabitation of constables. During the year new sites have been selected and plans drawn up for Police lines at Pyinmana, Letpadan and Martaban.

Railway Police.

The total length of railway line administered increased from 1,828 to 1,894 miles, and construction is now proceeding so rapidly in various parts of the Province that an expansion in the size of the force will probably be necessary. The cost of the service rose from Rs. 3·75 *lakhs* to Rs. 3·88 *lakhs*. The number of true cases of all classes of cognisable crime rose from 5,446 to 6,121, but, as in the previous year, the increase was confined to cases of public nuisances. The percentage of convictions rose from 63·94 to 77·87, this improvement being largely due to the working of Act II of 1922, which was applied to the Railway Police in August 1927. There was again slight decrease in cases of ordinary theft ; thefts from running goods trains increased by 42, and thefts from running passenger trains and standing waggons decreased by 37 and 23 respectively. The number of true cases of important crime remained at 22, the number recorded for 1926. There were 6 murders, 3 robberies and 13 attempts at train wrecking, of which only one was serious. In no case was any serious damage done. There is nothing of special interest about the robberies or murders. There was considerable improvement in the work of the surveillance staff, and the number of absconders arrested increased from 8 to 14.

44. There was a net increase of 72 men, from 9,978 to 10,050, in the sanctioned strength of the Burma Military Police, but the actual strength at the end of the year was 9,835 as against 10,033 at the end of 1926. Recruiting parties were sent to India, and enlisted 156 Gurkhas, 83 Punjabi Mussalmans, 21 Sikhs and 45 of other castes. Members of the Force on leave in India brought in 73 Punjabi Mussalmans, 10 Sikhs and 37 of other castes. Two hundred and sixty-eight recruits were enlisted in Burma. These included, besides resident Indians, 27 Karens, 35 Kachins and 30 Burmans ; the enlistment of the last has proved slow, and so far unsatisfactory. The open season post at Kawngmu was re-established and small posts established at Wachon and Nahpaw to guard against dacoities in the neighbourhood of Fort Harrison. A column of 150 strong was kept in readiness at Myitkyina to deal with any trouble arising from the disturbed state of China.

Military Police.

An expedition despatched from Myitkyina to the Triangle at the end of 1926 in connexion with the release of slaves returned in May

1927, having successfully accomplished its mission ; the party sustained the loss of an exceptionally able British officer. Another column visited the Naga Hills with a view to stopping the practice of human sacrifice. Two columns were sent out from Loimwe in pursuit of Chinese bandits. Valuable assistance was rendered to the Civil authorities in the suppression of the outlaw San Pe and his gang in the Meiktila District, and in quelling the rising in the Tabayin Township to which reference has already been made in paragraph 38 above. Petrols were supplied during the open season in certain districts of the Pegu Division where there had been trouble over the payment of Capitation-tax. These numerous calls upon the force interfered considerably with the normal course of training, and curtailed the grant of leave.

The cost of the Military Police declined from Rs. 66·82 *lakhs* to Rs. 65·74 *lakhs* : it has been noted above that there was a decrease in the actual strength. The health of the force remained at the level reached in 1926. While 77 men died and 404 were invalided, as compared with 105 and 470 respectively, 231 as against 202 went on sick leave and 8,423 against 8,180 were admitted to hospital. Malaria, as usual, was the predominating ailment. The total number of casualties fell from 1,163 to 877, the principal cause being a large drop in the number of men permitted to resign voluntarily. Desertions were less by 15 of a total of 81. Karens and Kachins accounted for 54. The conduct of the force, as reflected in the number of punishments inflicted, showed no appreciable change. The general tone and efficiency were satisfactorily maintained, and attention continued to be paid to the improvement of the standard of education. Six thousand nine hundred and thirty-two trained men, and 576 recruits fired their annual musketry course. Owing to the courtesy of the Commanding Officers, non-commissioned officers and men of the Military Police were enabled to attend certain courses of instruction with regular units in Burma.

Rangoon Town Police.

45. The sanctioned strength of the Rangoon Town Police at the end of the year was 5 Imperial and 3 Provincial Gazetted Officers, 128 non-gazetted officers and 1,400 men. The only change has been a temporary increase of 40 men for special patrol duties as explained in the Report for 1926-27. There was a shortage of only three men in the actual strength of the force and this fact in part accounts for the rise in cost from Rs. 12·46 *lakhs* to Rs. 13·59 *lakhs*. There was a marked improvement in conduct. Only one officer and 21 men were dismissed or removed as against 3 and 39 in the previous year. Other punishments were inflicted on six officers and 23 men, as against 16 and 81 respectively. Rewards were granted to 216 officers and 763 men. The number of resignations continued to decline, and desertions fell from thirteen to seven. Losses by death were greater than in the previous year, but there were fewer admissions to hospital, especially among the men. There was no difficulty in obtaining recruits and a long waiting list of candidates was in existence at the end of the year. Considerable progress was made with the provision of buildings. From a political point of view the year was peaceful and was devoid of any outstanding features.

If the figures for nuisances, and offences against special and local laws are excluded, the Rangoon Town Police dealt with 2,139 true cases of cognisable crime as against 2,012 in 1926. Cases of murder and culpable homicide declined by 12 and cases of grievous hurt by 13.

Robberies increased from 26 to 37, but most of these were hardly more than aggravated cases of pocket-picking. True cases of housebreaking rose from 291 to 334. Half the total increase in cognisable crime occurred under the head "Minor offences against property." Of the true cases investigated 56 *per cent.* ended in conviction, as compared with 59 *per cent.* in the previous year ; the percentage of convictions to persons prosecuted fell from 88 to 83. The total value of property involved in theft, criminal breach of trust and cognate offences amounted to over $4\frac{1}{2}$ *lakhs* of rupees ; 17 *per cent.* was recovered, as against 19 *per cent.* in the previous year. The pawnshop staffs brought to light 131 cases which ended in conviction. Considerably more activity was shown by the Police under the Excise and Opium Acts, and there was successful co-operation between the Force and the Excise Department towards the suppression of the traffic in illicit liquor. Thirty-five important and successful raids were made on premises where organised gambling was in progress. Certain properly managed Chinese clubs were recognised and given to understand that gambling would be permitted in them without interference provided it was confined to *bona fide* members. Action under the Suppression of Brothels Acts was taken against 226 persons as against 114. Proceedings were taken for bad livelihood against 218 persons of whom 182 were called upon to furnish security. Eighty-two undesirable Chinese subjects were deported under the Foreigners Act, and twenty-one persons expelled under the Expulsion of Offenders Act. Cases of non-cognisable crime increased by 2,815 to 29,415 the largest contribution to the increase was the class of cases falling under the Municipal Act. Fifty-one persons were killed in street accidents attributable to motor vehicles, as against 32 in 1926. The traffic problem is undoubtedly becoming serious and the present special staff is insufficient to do more than handle the traffic within a comparatively small area of the town. There was a large increase in the number of prosecutions under the Motor Vehicles Act, but the effect of this activity was nullified by congestion in the Courts, which resulted in the eventual abandonment of over 2,000 cases out of 4,957. The number of juvenile delinquents continued to increase, and 126 young persons were convicted of offences, as against 108 in the preceding year.

Village Administration.

46. Except in parts of the Pyapôn, Henzada and Shwebo Districts political agitation does not appear to have interfered to any serious extent with village administration. Reports on Village Committees continue to be satisfactory, though there are some complaints that they take no interest in any duties other than the hearing of cases. That this should be so is not unnatural in view of the fact, referred to in last year's Report, that no powers have been delegated to them by Circle Boards under the Rural Self-Government Act. The judicial work of Village Committees was good in most divisions, and there was a gratifying increase in the number of Committees possessing Special Criminal or Civil Powers. The total amount of fines inflicted by village headmen and committees was practically the same as in the preceding year. It is noteworthy that it falls short by over Rs. 10,000 of the amount recorded for the last year before the Village Committees were established. As the result of further amalgamations of village-tracts, the total number of headmen decreased from 13,965 to 13,697. The average commission paid on revenue collections to headmen not subordinate to circle headmen rose slightly

from Rs. 213 to Rs. 219. The number of headmen rewarded has increased from 2,209 to 3,116, while the number of those punished has declined from 415 to 372. Revenue work was well done, except in the Hill District of Arakan, and relations with the Police were satisfactory, except in the Shwebo District, where the failure of several headmen to co-operate in suppressing the Bandaka rebellion led to serious trouble. Forty-one village-tracts were fined as against 48 in 1926, but the aggregate amount of fines rose from Rs. 13,834 to Rs. 18,360, two-thirds of which were levied from the Shwebo District.

Wild Animals and Snakes.

47. There was a decrease from 1,362 to 1,258 in the number of persons killed by wild animals and snakes. The last were, as usual, responsible for practically the whole of the mortality; for the rest elephants killed 8 persons, tigers 34, leopards 3, bears 3 and crocodiles 1. The total amount of rewards paid for the destruction of wild animals fell from Rs. 50,775 to Rs. 48,545. No rewards were paid for snakes. The animals killed included 428 tigers, 1,237 leopards, 1,461 bears and 135 wild boars.

Criminal Justice.

High Court.

48. Six criminal sessions of the High Court were held; the total number of cases before the Court was 32, of which all were disposed of, the average duration being 50 days, as against 55 in the previous year. The number of persons under trial was 62, of whom 40, or 64·51 *per cent.* were convicted, an improvement of over 10 *per cent.* on the record of 1926. There were ten murder cases, involving 13 persons, of whom 4 were sentenced to death. Robberies and dacoities gave rise to ten cases the same number as in the year before. The number of appeals which came before the Court was 2,124 as against 2,344 in 1926. Two thousand one hundred and seven of these were appeals against convictions, and the number of persons involved was 2,313. The appeals of 967 were summarily rejected, and the sentences of 516 were altered or reversed. The percentage of confirmation declined at Rangoon from 80 to 75, and rose at Mandalay from 70 to 78. Seventeen appeals against acquittals were down for hearing; they were successful against 35 persons out of 52. Out of 2,616 revision cases for disposal, 2,482 were disposed of. Of the 3,776 persons involved, 2,723 had their applications rejected, or their sentences confirmed or enhanced. There was a decrease in the number of revision proceedings, due to the introduction of a rule whereby a convict whose appeal has been decided by a Sessions Judge is required to pay the ordinary fees for copies if he desires to file a further application in revision to the High Court. This has tended to discourage applications which have no chance of success.

Sessions Courts.

49. The number of cases committed to Sessions during the year was 944, involving 1,786 persons, as compared with 947 cases involving 1,700 persons, in 1926. Pegu, Shwebo, Katha and Tharrawaddy were the most heavily worked Divisions. With 63 trials pending from 1926 there was a total volume of 1,007 cases for disposal, of which 946 were decided. The average duration of cases increased from 35 to 41 days. The number of persons before the Courts

fell from 2,152 to 2,079; 926 persons were convicted, and 204 condemned to death. The percentage of convictions fell from 68 to 58. The appeals of 10,208 persons were presented to the Courts; of these the appeals of 9,901 persons were decided, leaving those of 307 pending. The average duration fell from 13 to 12 days, and the percentage of confirmation rose from 71 to 72. The number of persons concerned in revision proceedings, 12,500, was less by nearly 2,000 than in the previous year. Out of a total of 12,150 proceedings disposed of, the orders of the Lower Courts were confirmed in 11,803 cases, and 209 cases were submitted to the High Court for renewal or modification. The average duration of revisions was reduced from 18 to 13 days.

Magistrates' Courts.

50. The number of first-class Magistrates increased from 259 to 306, but is even now too small for the present needs of the Province, with its very criminal population. The position will remain unsatisfactory till, as a general rule, every young officer qualifies for the possession of first-class powers soon after completing his second year of service. The total number of stipendiary Magistrates not exercising appellate powers rose by 21 to 602. Additional District Magistrates were employed in eight districts during the year, but at its close were to be found in three districts only, including Rangoon Town, of which the Collector is *ex-officio* Additional District Magistrate. Seven hundred and fifty-eight cases, as against 1,149, were disposed of in District Magistrates' Courts during the year. Two hundred and ninety-one of these were disposed of under special powers, 443 under ordinary powers, and 24 under summary powers. Three thousand two hundred and six appeals were decided in District Magistrates' Courts, as against 3,769 in 1926; the percentage of confirmation fell from 58 to 52. The number of cases dealt with on revision by District Magistrates was 14,750 or 1,769 less than in the previous year; in only 986 cases was there any interference. The number of special-power Magistrates, excluding District and Additional District Magistrates, increased from 125 to 127. The shortage of this class of Magistrate, to which reference was made in last year's Report, continued to cause the gravest incovenience. Special-power Magistrates tried 3,272 cases in which they exercised their special powers, as against 3,137 in 1926. The number of benches of Honorary Magistrates rose from 126 to 141 and the number of Honorary Magistrates sitting singly from three to four. The experiment was tried of constituting benches at important villages away from Township headquarters. The supervision and training of such benches is likely to give rise to difficulties out of proportion to their usefulness, and it is doubtful whether there are grounds for proceeding further with the experiment. Single Honorary Magistrates disposed of 118 cases, and the benches of 43,256. There was a general improvement in the duration of cases tried by benches, and the provincial average fell from four to three days.

Cases before the Courts.

51. The number of offences reported to the Criminal Courts increased from 134,109 to 135,965, the highest total on record. The number brought to trial increased by 2,474 cases to 132,558. Four thousand seven hundred and thirty-three complaints were dismissed under section 203 of the Criminal Procedure Code, 16,974 cases were declared false or mistaken, and

114,318 returned as true. The figures for the second class suggest that the number of complaints summarily dismissed was smaller than it should have been. There was a decline of 1,000 cases brought to trial under the Indian Penal Code, and the total increase occurred under special and local laws, more particularly the Excise, Motor Vehicles and Municipal Acts. A review of the various classes of crime has been furnished in paragraph 36 of this chapter.

Trial of Cases.

52. The percentage of convictions in Magistrates' Courts rose from 63 to 65. The highest individual percentage was, as usual, in Rangoon, where 84 *per cent.* of cases ended in conviction. Yamèthin, Prome, Myingyan and Thayetmyo also obtained good results. The average duration in District Magistrates' Courts increased from 30 to 33 days and in the courts of other stipendiary magistrates remained constant at 21 days. The number of cases pending before magistrates at the end of the year declined from 8,051 to 7,893, though the number of persons under trial increased by 1,936 to 11,900. The number of witnesses examined by magistrates showed a marked decrease from 483,663 to 459,888.

Sentences.

53. Of the 1,294 persons under trial for murder, attempted murder and culpable homicide death sentences were passed on 143 only. One hundred and forty-four persons were actually executed. One hundred and seventy-nine persons were sentenced to transportation, as against 213 in 1926. Twenty-three thousand one hundred and sixty-six persons were sentenced to imprisonment, as against 25,107; the number of sentences of solitary confinement continued to show a decrease. The number of sentences of whipping increased by 89 to 1,614. Towards the close of the year the Burma Whipping (Amendment) Act was passed. This amplifies the schedule of offences in respect of which the punishment of whipping can be awarded, and if proper use is made of its provisions, it is hoped that it will prove a useful weapon for dealing with serious crime. Illegal sentences of whipping were passed in 32 cases, as against 25. The total amount of fines imposed rose from Rs. 13·79 *lakhs* to 14·53 *lakhs*. The amount realized was Rs. 12·34 *lakhs* and Rs. ·85 *lakh* was paid out by way of compensation. Three thousand four hundred and seventy-two persons were released on probation, and 392 juvenile offenders were dealt with under the Reformatory Schools Act. Twenty-nine young persons were detained in a Reformatory, as against 16 in 1926. It is still obvious that magistrates vested with powers under the Reformatory Schools Act are not making adequate use of them.

Prisons.

Accommodation.

54. At the close of the year there was accommodation for 20,346 prisoners of all classes, inclusive of hospitals and observation cells, additional accommodation having been provided during the year for 585, *viz.* 349 at Tharrawaddy, 235 at the Camp Jail at Alon, which was opened on the 23rd July 1927, and one at Taungdwingyi owing to a change in its status to a Sub-Jail with effect from the 1st January 1927.

Prisoners.

55. The number of prisoners of all classes at the commencement of the year (18,455), the number admitted (51,097) and the number remaining at the close of the year (20,204) all exceeded the figures for the previous year. The number discharged during the year was 49,348 against 49,397 in the previous year. The daily average population was 19,347 or 80 more than in 1926. At the beginning of the year there were 17,052 convicts or 377 more than in 1926. The number imprisoned was 22,945 or 580 less than in the previous year. During the year 2,105 convicts were released on appeal, 8,510 on expiry of sentence, and 9,177 under the remission rules; 938 convicts were released by order of Government, 21 of this number on account of sickness, 207 on the recommendations of the Central Revisory Board, 637 for work on various ticket-of-leave schemes under the Public Works Department and 73 on other grounds. Four hundred and forty-three prisoners were transferred to the Andamans as volunteers, including 40 prisoners received from the Settlement with a view to inducing their families to return with them to the islands; 23 were transferred to the Mental Hospital, 18 were still at large after escape, 144 were executed and 320 died, leaving a balance of 18,517 to serve out their sentences. The daily average convict population fell from 17,973 in 1926 to 17,936 in 1927. Of the total admission of convicts 81·59 *per cent.* were Buddhists, 5·88 *per cent.* Mohammedans, 5·87 *per cent.* Hindus, 1·17 *per cent.* Christians and 5·49 *per cent.* belonged to other denominations. The number of prisoners committed under the age category 31 to 40 showed an increase of 575. All other age categories showed a decrease in the number of admissions. The percentage of prisoners able to read and write was 75·93, of those able to read only 0·58, and those who were illiterate 23·49. With the general decrease in the number of admissions during the year there was a decrease under all heads of classification of convicts according to their previous occupations, with the exception of those in service or performing personal offices, persons engaged in commerce and trade and persons employed on mechanical arts, manufactures and engineering operations, etc.; there would appear to be no significance in this last increase. Of the 22,945 convicts 11·27 *per cent.* were sentenced to a term not exceeding one month, 12·71 *per cent.* to a term exceeding one month and not exceeding three months, 23·35 *per cent.* to a term exceeding three and not exceeding six months, 22·71 *per cent.* to a term exceeding six months and not exceeding one year, 13·26 *per cent.* to a term exceeding one year and not exceeding two years, 11·09 *per cent.* to a term exceeding two and not exceeding five years, 3·71 *per cent.* to a term exceeding five and not exceeding ten years and 0·27 *per cent.* to a term exceeding ten years. Of the remainder 0·75 *per cent.* were sentenced to transportation beyond seas for life, 0·05 *per cent.* to transportation for a term and 0·83 *per cent.* were sentenced to death. One thousand one hundred and fifty-eight prisoners were sentenced to simple imprisonment, 21,410 to rigorous imprisonment, 281 to rigorous imprisonment with solitary confinement and 96 to rigorous imprisonment with whipping, the figures for the previous year being 1,121, 21,962, 302 and 50, respectively. Habitual offenders numbered 7,344 or 32·01 *per cent.* of the direct admissions.

Discipline.

56. The number of prison offences dealt with by Criminal Courts rose from 35 in 1926 to 81 in 1927 and the number relating to assaults, mutiny and escapes rose from 738 in 1926 to 769 in 1927. All other offences which were dealt with by

Superintendents of Jails showed a decrease, with the result that the total number of offences dealt with during the year fell from 14,870 in 1926 to 12,910 in 1927. Out of 81 cases dealt with by Courts 37 were in connection with escaped convicts, 36 were for assaults and 8 for miscellaneous offences. Twenty-three out of 36 assaults tried by Courts were committed on fellow convicts, 6 on warders 4, on Jailors and 3 on other staff. Seven of the assaults proved fatal. At Insein a prisoner struck another on the head with a brick-bat out of revenge and killed him. The assailant was sentenced to seven years' rigorous imprisonment. At the same Jail a prisoner resenting the approach of another prisoner for an alleged immoral purpose, gave chase and stabbed the deceased with a dagger. The assailant was sentenced to death. At Mandalay a prisoner seized the metal nozzle of the Jail fire hose and struck another prisoner on the head, the blow proving fatal. The Court sentenced him to one year's rigorous imprisonment. At Toungoo a prisoner who was working at the Myogyi quarry hit a warder with a large stone in a quarrel which ensued between the prisoner and the warder. The warder died within half an hour and the Court sentenced the assailant to transporation for life. At the same Jail an undertrial prisoner was assaulted by a convict during a meal parade, with a brick and death ensued. The assault was due to a quarrel outside the Jail. The assailant was sentenced to life transportation. At Thayetmyo a convict warder who was suspected of ill-treatment of fellow prisoners was assaulted with sticks. The deceased subsequently developed tetanus and died twelve days after the assault. Two of the assailants were sentenced to four years' rigorous imprisonment each and two others to six months' rigorous imprisonment each. Fifty-four prisoners escaped during the year against 12 in the previous year; 23 of these escaped from inside and 31 from outside the Jail. Central Jails contributed 15, District Jails 36 and the Camp Jail at Alon 3 of the escapes. Of those who escaped 36 were recaptured, as was one prisoner who had escaped during the previous year. Twenty-four out of the 54 escaped prisoners had unexpired sentences of less than one year, 26 of more than one and less than seven years and 4 of more than seven years. The 31 escapes that occurred outside the jail were as usual made possible as the result of negligence and over-confidence on the part of the warders in charge of the prisoners, who had allowed them to scatter or get out of sight. At Rangoon 4 prisoners effected their escape from inside the jail in most daring circumstances; they came out of the ward by removing an iron bar sawn through previously. At Tharrawaddy 4 prisoners escaped from inside the Jail by opening the padlock of their ward by means of a false key. At Paungdè a prisoner with the help of two others managed to scale the wall by means of two yokes which he tied end to end. At Thatôn a prisoner who was engaged as a sweeper suddenly climbed up the wall with the help of a wooden box and two tubs and got outside. At Toungoo 11 prisoners succeeded in escaping from the Jail by making a hole in the wall of the ward by means of a saw and auger which they stole from the workshop. At Thayetmyo two prisoners went out of the work-yard on a false pretence and entered the man-hole of one of the drains whence they made their escape by crawling through the drain, the iron bars of the exit having been previously filed through. All warders responsible for the escapes were either punished departmentally or judicially according to the nature of their offences, and the recaptured prisoners were sent to stand their trial and suitably punished. The

number of disciplinary floggings increased from 41 in 1926 to 62 in 1927. Habituals formed 8,243 or 45·96 *per cent.* of the daily average convict population. They were the recipients of 6,819 punishments or 52·82 *per cent.* of the total number. They also accounted for 44 out of the 81 offences dealt with by Criminal Courts and 30 out of 62 disciplinary whippings awarded. Habituals were responsible for 431 out of 739 offences dealt with by Superintendents of Jails relating to assaults, mutiny and escapes. At first sight the list of cases of assaults and corporal punishments appears to be formidable, but a close analysis shows that the general behaviour of the prisoners has undergone a gradual change for the better. The figures for the past five years disclose the fact that whereas during 1922, 23,763 punishments were awarded in a total convict population of 15,078, during the year 1927 the number of punishments was 12,910 in a daily average population of 17,936. In other words, the number of punishments awarded in proportion to the total population has shown a welcome decrease by nearly 50 *per cent.* A daily average of three thousand and seventy-one or 17·27 *per cent.* males, and 15 or 9·43 *per cent.* females, were employed as convict officers. The total number so employed was 6,666 males and 29 females. The punishments inflicted on convict officers were 3,541, a further decline of 530 from the figure for last year.

Financial.

57. The total expenditure for the year amounted to Rs. 22·87 *lakhs* or Rs. ·83 *lakh* more than in the previous year. The total cost per head for guarding and maintaining prisoners rose from Rs. 114-6-4 in 1926 to Rs. 118-3-2 in 1927. There was an increase of Rs. 47,551 under cost of establishment, mainly due to increments earned by the staff, the employment of warder staff for the Alon Quarry Camp Jail, and the entertainment of temporary staff in connection with the extramural work at Tharrawaddy. The expenditure under Dietary Charges showed an increase of Rs. 66,132, mainly due to increase of population and to the payment of recovery claims to the Principal Port Officer for the carriage of Government stores. Supplies of all articles, such as paddy, *pebyugale* and gram were obtained at considerably cheaper rates than in 1926, but the advantage gained in this respect was negatived by reason of the increased quantities that it was necessary to purchase. Clothing and bedding of prisoners cost Rs. 1·19 *lakh* against Rs. 1·92 *lakh* in 1926. The decrease was due to recoveries made on account of clothing issued to ticket-of-leave prisoners released in 1926 and to economy in the manufacture of prison clothing. Charges for moving prisoners advanced from Rs. 79,037 to 1,11,193 owing to the transportation to the Andaman Islands of a large number of prisoners and of the cost of conveyance of prisoners released under the ticket-of-leave scheme towards the end of 1926.

The Jail Dairies worked at a profit of Rs. 3,889 against Rs. 6,423 in the previous year. After meeting prison requirements valued at Rs. 1,10,194 surplus garden produce sold to the public realised Rs. 12,345. The estimated value of paddy, *dal*, condiments and tamarind raised by prison labour was Rs. 56,420 against Rs. 60,649 in 1926.

The total cash earnings for the year amounted to Rs. 3·92 *lakhs* against Rs, 2·27 *lakhs* in 1926, showing an increase of Rs. 1·65 *lakh*. The main contributor to this increase was the reduced expenditure on the

purchase of raw materials, which amounted to Rs. 86,939 against Rs. 2,00,402 in 1926. The reduction was accomplished by the increased employment of prisoners on extramural work such as brick-making, stone-breaking and road-repairing which required no raw materials. A further cause of the reduction of expenditure on the purchase of raw materials was the centralisation of the purchase of the requirements of all jails at the Head Office under the direct control of the Supervisor of Jail Industries. The average earning per head calculated on the average number sentenced to labour rose from Rs. 14-6-4 in 1926 to Rs. 24-9-11 in 1927. With adequate control of the wastage in weaving by the Textile Expert, coupled with the cheaper rates obtained by the Supervisor of Jail Industries for the purchase of raw materials it has been possible to effect a reduction in the cost of prison cloth from 0-6-6 per yard to 0-4-6 per yard. The Boot Factory was restarted during the year. An order for 2,000 pairs of boots for the Rangoon Town Police and a contract for the supply of boots required by the Forest Department have been secured. In spite of the increased cost of maintenance the *net* cost to the State for the upkeep of its prisoners in 1927 was Rs. 18·94 *lakhs* against Rs. 19·76 *lakhs*. The average *net* cost per head of average strength was thus Rs. 97-14-0 in 1927 against Rs. 102-9-0 in 1926. The results obtained for the first year by the Supervisor of Jail Industries are encouraging, as Government has obtained a *net* gain of Rs. 1,20,410.

Vital.

58. The daily average population, the total number of deaths, and the death rate *per mille* increased. The daily average sick was the lowest for any year with the exception of 1925, and the ratio *per mille* of the average number sick was the lowest for all years. There were in all 345 deaths. The death rate in Central Jails increased from 12·39 *per mille* in 1926 to 16·92 in 1927, while that in District Jails remained practically the same as in 1926. Insein accounted for 76 deaths, the highest figure for Central Jails, and Tharrawaddy had the smallest number of deaths, *viz.* 6. Five deaths were due to assaults and eight more were accidental or sudden deaths. There were 7 deaths from cholera and 3 from plague. There was no suicide. Three prisoners who were released on medical grounds were classified as having died. The District Jails at Sandoway and Meiktila, the Sub-Jail at Taungdwingyi and the Camp Jail at Alon had no deaths. The statistics relating to the 345 deaths are as follows. One hundred and thirty-four of the deceased were admitted in good health, 54 in bad health and 157 in indifferent health. Twelve died within a week of admission, eight within two weeks, 11 within three weeks, 8 within 4 weeks and 306 after one month of admission. Twenty-nine deaths were amongst prisoners who had been received into the hospital immediately on admission to jail. With regard to age periods, 16 were over 60 years, 113 between 41 to 60 years and 216 between 16 to 40 years. Thirteen convicts belonging to this Province were received from the Andamans on medical grounds. For surgical or other treatment 50 prisoners were sent to Civil Hospitals and ten of these died. Of the convicts admitted 8·76 *per cent.* were addicted to the opium habit. Of the prisoners discharged from jail 58·36 *per cent.* gained weight, 28·32 remained stationary and 13·32 *per cent.* lost weight. In the Special Tubercular ward at Myingyan 40 prisoners were received from other Jails and 10

from the Myingyan Jail itself. In all 72 cases were treated of which 15 ended in death. Pagan again returned no cases of beri beri owing to the continuance of the new diet referred to in last year's Report.

Miscellaneous.

59. At the Meiktila Juvenile Jail the year opened with 118 convicts; 155 were admitted 125 were released, so that 148 were left at the end of the year. The daily average number was 131. The general behaviour and discipline were excellent. Sports and games were indulged in and inter-house matches played. Special grade juveniles were taken out every week on route marches.

The method of educating prisoners by paid teachers was continued during the year and produced encouraging results.

The number of convicts released under the remission rules was 9,177 compared with 9,397 in 1926. Five convicts who were entitled to the privileges of the remission system failed to gain remission. Extra remission for continued good conduct was awarded to 5,713 prisoners. Extra remission for other reasons was granted to 18,633 convicts.

The Burma Prisoners' Aid Society made good progress. Thirty-five persons were helped financially by the disbursement of a total sum of Rs. 567, which included payment of travelling expenses and clothing. Twenty-one persons were sheltered by the Salvation Army Authorities.

One thousand six hundred and forty-eight religious services were held, which included 1,358 for Buddhists, 160 for Mohammedans, 78 for Christians and 52 for Hindus. Several prisoners observed fasts according to their religion. The prisoners in the jails at Akyab, Myingyan, Mandalay and Mogôk were fed by local charitable men at one of their festivals.

The Salvation Army Juvenile Adult Criminal Institution continued to work satisfactorily. Thirty-four lads were sent to the Institution, 2 were returned to the jail, 1 died and 28 were released. There were 30 lads at the close of the year.

The Central Revisory Board continued to work on the same lines as those approved for 1926 until July 1927, when orders were passed to the effect that cases of casual prisoners of selected classes undergoing sentences of less than 5 years' imprisonment should also be considered as soon as they had served two and a half years, including remission. The Board dealt with 504 cases, in 228 of which release was recommended. The total number of prisoners released on conditions since 1923 is 1,964, *viz.* 321 habituals and 1,643 casuals. Of these 93, or 4·73 *per cent.* have so far had their remission cancelled either for breach of conditions or for fresh offences. The results have been very satisfactory.

First Aid Classes were held in five of the jails. In all 117 men underwent the course and 94 of them successfully passed the prescribed test.

The experiment of releasing prisoners under the ticket-of-leave scheme was continued throughout the year, although on a somewhat smaller scale owing to the reduced number of volunteers, to the imposition of stricter conditions in the selection of volunteers as the result of certain escapes that occurred last year, and to the decision to submit nominal rolls of volunteers to the Police Department for scrutiny before release. Eight hundred and ten men were released during the year,

bringing up the total of prisoners employed to 2,135. Of these 383 or a percentage of 17·94 escaped. Two hundred and fourteen or 10·02 *per cent.* returned to jail for breach of conditions. The behaviour of the prisoners has been on the whole satisfactory. One or two dacoities were traced to ticket-of-leave men at Mokpalin, and with this exception no serious crime has been brought home to the prisoners. It may generally be stated that the amount of crime has in no way exceeded what might have been expected had a similar number of free Burmans been employed on the works, and from this point of view the results of the experiment cannot be considered unsuccessful. The experiment of employing Burmans as Warders and Head Warders proved a failure.

Civil Justice.

Courts.

60. There was no change during the year in the constitution of the High Court or in the distribution of its judges. Nor were there any important changes in the jurisdictions of Civil Courts. The combined Township Court of Gyobingauk-Zigôn was divided between two judges and a new Township Court established at Ayadaw. A second Additional Judge was posted to the Pyapôn District Court for four months and Additional District and Sessions Judges were appointed in Arakan and at Pakôkku for the latter half of the year. At the close of 1927 the Judicial Officers of the province comprised 11 Judges of the High Court, 28 District Judges, 15 Additional District Judges, 4 Small Cause Court Judges, 56 Subdivisional Judges, 1 Additional Subdivisional Judge, 134 Township Judges and 42 Additional Township Judges.

Suits.

61. The number of suits instituted in all Courts of the Province during 1927 was 66,060 as compared 69,379 in the preceding year. The total value declined from Rs. 461·04 *lakhs* to Rs. 392·62 *lakhs*. Institutions in the High Court increased from 608 to 631, and in the Rangoon Small Cause Court from 10,140 to 11,589. Outside Rangoon there was a general decrease in District Courts by 69 suits, in Subdivisional Courts by 783, in Township Courts by 3,022 and in Small Cause Courts by 1,487. The total number of suits for disposal before all Courts was 74,231, as against 79,478 in the previous year, but the number pending at the close of the year was 7,058, the identical figure recorded for 1926. Township Courts reduced their lists of pending cases by about 300, and other classes of Courts outside Rangoon by about 100 apiece. On the other hand, the Rangoon Small Cause Court had some 500 more pending cases, and the High Court about 100 more. The average duration of contested suits in all Courts of the province was 76 days, as against 83 in 1926, while that of uncontested suits fell from 44 days to 36. The improvement was general, except that the duration of contested suits in the Small Cause Courts, Rangoon, increased from 99 to 105 days.

Appeals.

62. The number of appeals for disposal before District Courts declined from 5,154 to 4,828. Four thousand two hundred and seventy-one of these were disposed of, and of the 557 pending at the close of the year only 94 were over three months old. The percentage of confirmations, 61·5, is practically

the same as in the previous year. The average duration decreased by 2 days to 66. Four hundred and fifty-seven miscellaneous appeals were disposed of, as compared with 527 in 1926, the orders of the original Courts were upheld in 60 *per cent.* of the cases.

The High Court.

63. One thousand and ninety-four suits were before the High Court for disposal, and 552 of these were disposed of, the figure is the lowest for any year since 1920. The aggregate value of the suits instituted declined by over a *crore* of rupees to Rs. 61 *lakhs*. Of the total number of suits disposed of only 24·45 *per cent.* were contested. Four hundred and eight first appeals were decided on the Appellate Side, as against 245 in 1926, the decision of the original Court being upheld in 65 *per cent.* There were 1,647 second appeals for hearing, of which 1,139 were decided. The duration of first appeals in Rangoon was 271 days and of second appeals 228 days : for Mandalay the corresponding figures were 214 and 159. The number of applications for execution increased from 618 to 626, but the amount realised was only Rs. 4·35 *lakhs*, which represents a considerable decrease from the amount realised in the previous year. Insolvency applications numbered 239, but disposals reached the satisfactory total of 346, and the number of pending cases was reduced from 294 to 187. The miscellaneous work of the High Court included 28 applications for Probate, 104 for Letters of Administration, 26 under the Guardians and Wards Act, 12 under the Registration of Burmese Names Act and 11 under the Indian Companies Act. Of the 37 appeals for disposal before the Privy Council, twelve were disposed of and two dismissed for default or failure to furnish security. Of the 23 appeals that remained pending, 14 were still under preparation in Rangoon. Steps have been taken to improve the preparation of these records and to expedite their despatch to London.

General.

64. Several serious embezzlements were brought to light during the year and the complaint is made that many presiding officers have an inadequate acquaintance with the Burma Courts Manual and the various statutory and executive orders issued from time to time by the Local Government and the High Court. With the exception of new buildings in Rangoon, the Court-houses mentioned in last year's Report as being under construction were completed during 1927. Work was in progress on the construction of Court-houses at Akyab, Magwe, Tavoy, Kungyangon, Taikkyi, Zigôn, Thabaung, Yegyi, Pa-an, Buthidaung, Maungdaw, Myohaung, Yenangyaung, Sagu and Myinmu. The total receipts from Civil, Criminal and Revenue Courts throughout the Province rose from Rs. 45·55 *lakhs* to Rs. 48·43 *lakhs* ; expenditure, including capital expenditure, rose from Rs. 68·41 *lakhs* to Rs. 76·87 *lakhs*. At the end of the year there were in practice 413 advocates, 664 second grade pleaders and 1,332 third grade pleaders. Two ladies were admitted as advocates, one as a second grade pleader and several as third grade pleaders. The system of sending judicial officers to the Provincial Training College at Meiktila for a course of instruction has proved a conspicuous success and the quality of the work done by those who have attended the College is reported to be greatly superior to the quality of the work turned out in former years by officers of similar standing.

Registration.

General.

65. The Financial Commissioner held charge of the office of the Inspector-General of Registration until May 1st, 1927, when the Excise Commissioner assumed charge of these duties. A proviso was added to the Table of Fees exempting certain instruments executed in favour of Government by the Managing Authority of an educational institution. Registration Direction 6 was amended to provide for a new method of remunerating Sub-Registrars appointed on or after October 10th, 1926.

Deeds Registered.

66. The total number of compulsory registrations affecting immoveable property increased by 4·58 *per cent.* to 125,199 and the aggregate value of the instruments by 11·26 *per cent.* to Rs. 22·95 *crores.* The increase was more marked in Lower than in Upper Burma. Instruments of sale of the value of Rs. 100 or over increased from 50,091 to 52,991 and their value from Rs. 10 *crores* to Rs. 12·12 *crores.* Instruments of gift of immoveable property rose from 1,576 to 1,648, their value showing a proportionate enhancement. Instruments of mortgage numbered 65,521 as against 63,680 ; floods and bad harvests are once more put forward to explain the figures but it is possible that in certain districts a contributory cause was the greater facilities for registration afforded by the opening of new Registration Offices. The number of optional registrations affecting immoveable property declined from 965 to 802. There were two prosecutions, ag ainst one in the preceding year.

Income and Expenditure.

67. The total income for the year rose from Rs. 6·51 *lakhs* to Rs. 6·95 *lakhs.* Expenditure increased by Rs. 9,295, and bears a ratio of Rs. 25·43 *per cent.* of the total income, as compared with the ratio 25·7 *per cent.* in 1926. The total net income increased from Rs. 4·84 *lakhs* to Rs. 5·17 *lakhs.*

Joint Stock Companies.

68. Thirteen new Joint Stock Companies were registered during the year 1927-28, as against 26 in the preceding year. The total authorised capital of the companies registered fell from Rs. 81·28 *lakhs* to Rs. 39·85 *lakhs.* The decline is attributed chiefly to the lack of success attained by companies incorporated during recent years. Of the new companies one was connected with insurance, seven with trading and manufacture, one with rubber planting and four with mining. Ten companies with an aggregate authorised capital of Rs. 115 *lakhs* were wound up. The total number of associations not for profit remained unchanged at 21. Eighteen companies increased their capital, the aggregate increase of paid-up capital amounting to Rs. 35·5 *lakhs* : five companies reduced their capital. Seven companies were added to the list of companies established outside British India, which numbered 187 at the end of the year. There was no prosecution under the Indian Companies Act.

Local Boards Administration.

District Councils and Circle Boards, etc.

69. The year 1927-28 was the fifth complete year since the District Councils were established and the second year of their second term of office. There were the following rural local authorities : 28 District Councils, 276 Circle Boards, 11,790 Village Committees constituted under the Village Act, 28 School Boards, 24 Deputy Commissioners' Local Funds (including 3 Local Funds for the Backward Tracts), 57 Hospital Funds constituted under the Burma Rural Self-Government Act, 1921, and 29 Hospital Funds in the territories of Deputy Commissioners' Local Funds. Circle Boards have not yet taken an effective part in the scheme of rural self-government. Although certain District Councils delegated certain powers to their subordinate Circle Boards, no Circle Funds were established mainly owing to the lack of funds, and the Circle Boards had consequently no independent resources for expenditure on local objects. They continued to act as deliberative bodies and as agents to District Councils, exercising certain executive and supervisory functions in respect of markets, slaughter-houses, cattle pounds, ferries, etc. No link was established between Circle Boards and Village Committees constituted under the Village Act in the matter of public health, village communications, etc. This was the natural consequence of the former lacking in functions and funds. The audit reports on the District Funds were generally not satisfactory. A good many District Councils again failed to spend in full the appropriations made for the maintenance of roads, chiefly owing to the lack of adequate engineering staffs. Six District Councils had their own engineers. The reports of Executive and Superintending Engineers on the state of District Roads at the close of the year 1927-28 indicate that about half the number of District Councils have either failed to maintain the roads in good order or have displayed an absence of control in their maintenance. The permanent settlement of ordinary recurring contributions to Rural Local Funds which were determined on the relative poverty of the different Funds came into effect during the year. These contributions were disbursed through four selected heads, *viz.*, Education, Public Health, Medical and Public Works. Provincial contributions to District Funds again increased. One hundred and ninety-one new Vernacular Schools were opened in backward localities with the aid of special provincial contributions, the number of such schools opened during the previous two years being 500. The number of District School Boards for rural schools increased from 24 to 25 with a corresponding decrease in the number of Joint School Boards for municipal and rural areas from 4 to 3. The District Councils again increased their contributions to School Boards. There were no important changes in the administration of hospitals and public health in rural areas. Improvements to tanks and wells were effected in some of the dry zone and deltaic areas partly with the assistance of contributions from Provincial revenues. There was a slight decline in the percentage of attendance of members at meetings of District Councils, which resulted in less expenditure on travelling allowance. An important resolution was issued by the Government during the year regarding proposals for the improvement of Local Self-Government. On receipt of the complete replies of the Commissioners of Divisions and District Councils who have been consulted on the subject, the Government will proceed to make the necessary amendments in the Rural Self-Government Act and Orders and Rules thereunder.

Municipal Administration.

Corporation of Rangoon.

70. The ordinary receipts for the year ending March 31st, 1928, amounted to Rs. 93·15 *lakhs*, while the ordinary expenditure was Rs. 89 *lakhs*. There was thus a margin of Rs. 4·15 *lakhs* or nearly half a *lakh* more than in 1926-27. The incidence of taxation rose from Rs. 17-11-0 to Rs. 19-4-7. Capital expenditure totalled Rs. 22·41 *lakhs*, the largest item being the construction of the new Municipal Offices and Council Chamber, which were formally opened on November 15th, 1927. The first section of the new Lanmadaw Market was completed in December 1927, and work was started on the second. A new Garage and Workshop were built at the Theinbyu Bullock Depôt. The total length of roads in charge of the Corporation increased from 123 to 130. Progress was made with the reconstruction of Monkey Point, Lower Kemmendine and Upper Pazundaung Roads, at an aggregate expenditure of Rs. 6·12 *lakhs*. The remetalling, repair and tarring of roads involved a total cost of Rs. 5·59 *lakhs*. Two hundred and sixty-nine new electric street lamps were installed, and only 178 of the old oil lamps are still in commission. A new park was laid out at the junction of Montgomery Street and Upper Pazundaung Road. The number of permits granted for new buildings increased from 1,074 to 1,227 and the revenue derived from fines levied for breaches of the building rules, rents for encroachments and the like rose by Rs. 30,000 to Rs. 1 *lakh*. Nine additional lorries were purchased for the Motor Transport Department, which now possesses 34. The average rate per ton for the removal of rubbish by this means is Rs. 1-1-4 as against Rs. 2-5-0 when the work is done by bullock transport.

The report of the consulting engineers who were engaged by the Local Government to advise on the Yunzalin hydro-electric and water-supply scheme was received during the year, but the estimated cost was so high that the firm were requested to investigate other possible sources of supply. Meanwhile, an important improvement was introduced into the existing water-supply system by the erection of a Booster Pumping Station to increase the volume of water delivered at Yegu from the Hlawga Lake. The work was finished in the short period of two and a half months, and the pumps were started on April 11th, 1928, after the close of the period under review. The scheme has proved a complete success. The Hlawga Lake itself was maintained in good order, and several water mains in the town were renewed or relaid. New tube-wells were sunk in the storeyard and on Bagaya Pongyi Road. During the calendar year 1927 there were 7,316 births as against 7,313 in the preceding year, but the number of deaths fell from 12,231 to 10,851, representing a ratio of 31·41 *per mille*. Infantile mortality declined from 320·39 to 293·88 *per mille* of children born. There were 168 deaths from plague, as against 257 in 1926, and 84 deaths from cholera as against 149. Bowel complaints accounted for 1,040 deaths as compared with 1,696, tuberculosis for 964 as compared with 1,152 and respiratory diseases for 2,476 as compared with 2,585. Small-pox on the other hand claimed 203 victims as against 42 in 1926. The number of patients that were treated at the Contagious Diseases Hospital declined from 2,766 to 1,467, and the percentage of deaths from 21·48 to 15·65.

The total number of vaccinations performed in the year ending March, 31st 1928, was 137,773, as against 85,320; of the total, 56,067, were primary vaccinations. The percentage of success was 97·54 in primary, and 50·2 in secondary operations. There were 84 fires in the town area, involving an aggregate loss of Rs. 2,95,000, and nine in the riverside area, involving a loss of Rs. 24,85,000. Six of the latter were serious mill fires, which accounted for nearly the whole of the total loss. The new motor fire-float arrived from England during the year and was assembled at the Dockyard of the Irrawaddy Flotilla Company. An account of the finances of the Corporation is contained in paragraph 145 below.

Other Municipalities.

71. The number of municipalities outside Rangoon remained at 57, with a total membership of 817. Of these members 643 were elected, 100 co-opted, 70 nominated and 4 *ex-officio*. Only 81 of the total members were Government officials. Of the 1,444 meetings held during the year 72 were abortive for want of a quorum; the corresponding figures for the previous year were 1,497 and 66.

The Minhla and Taungdwingyi waterworks were completed. The Nyaunglebin waterworks were nearing completion and those of Myingyan were put in hand in December 1927. While in over half the municipalities there was activity in connection with the provision or extension of the water supply, Toungoo, which has 2,000 surface wells, and Tavoy were averse to taking any action in the matter.

Fires occurred at Pyu, Paungdè, Toungoo, Myingyan, Pakôkku, Pegu, Bassein, Nyaunglebin, Prome and Mandalay. At Pyu the municipal office was burnt down: arson was suspected because defalcations by the secretary and a tax-collector had been discovered. Among the factories burnt down were one of Messrs. Steel Brothers & Co.'s rice mills at Bassein (damage 1½ lakhs), a rice mill at Prome and an oil mill at Pakôkku. Paungdè has become conspicuous for its outbreaks of fire.

Large drainage schemes were under construction at Akyab, Insein and Myingyan; Pegu, Bassein and Henzada are still without a satisfactory drainage system.

Although the conservancy staffs are composed of imported labour, Burma municipalities unlike those of Bengal did not appear to experience difficulty as regards recruitment or retention of hands. A shortage was reported from Moulmein only, and a threatened strike from Bassein.

Additional hospital buildings were completed at Salin, Syriam, Minhla, Wakèma, Ma-ubin, Pyapôn and new buildings at Bhamo. There was considerable activity in the matter of combating venereal disease and many venereal clinics were opened during the year.

While the Local Government is still in the preparatory stage with a bill to provide free and compulsory primary education, two municipalities, *viz.*, Insein and Pegu, have gone ahead and have made provision for free primary vernacular education by each opening a free school. Both schools are well attended, that at Insein having an enrolment of over 200 pupils. Municipal committees after over-spending for a number of years are beginning to show signs of abating extravagance on vernacular education by seeing that there is not an undue proportion of teachers to pupils, by following the policy of concentration as to the number of schools and in other ways.

The number of notified areas increased by 1 to 20, the new area being that of Chauk in the Oil-Fields of the Magwe District.

The registration of vital statistics did not seem to have received sufficient attention, less than half of the Municipal and Town Committees having taken the necessary steps to adopt the model bye-laws made by the Local Government for the registration of births and deaths. Whole-time Health Officers were employed at Mandalay, Moulmein, Bassein, Akyab, Maymyo, Prome and Pegu, but 9 Municipal Committees without Health Officers of their own did not co-opt the Government Medical Officer of the locality.

Military.

72. The strength of regular troops in Burma remained practically unchanged. On March 31st, 1928, it was 6,412, of whom 2,040 were Europeans and 4,372 Asiatics. The Auxiliary Force, India, contained 3,326 adults, including 1,290 reservists. There were also 68 cadets.

Marine.

Light-houses and Light-ships.

73. The Burma Government's trawlers "Lady Craddock" and "Arakan" were employed in tending the Burma coast lights during the year under review. Owing to the unsuitability of these vessels for this sort of work the difficulties mentioned in the previous yèar's report continued to be experienced. Reliefs had to be sent to certain lights by the British India Steam Navigation Company's steamers and to Green Island by train, *via* Moulmein. The Port Blair station vessel the S.S. "Ahmedi" tended the light vessels and the light-houses at Alguada and Table Islands during the south-west monsoon. Owing to this vessel's not returning to Rangoon at once and to the lack of suitable connection at Port Blair, the relieved crews had to return to Rangoon *via* Calcutta and a delay of about three weeks was thereby involved. All the light-houses and light vessels were maintained in an efficient condition during the year, and the health of the light-keepers and of the crews of the light vessels was good. Repairs to buildings were carried out by the Public Works Department wherever necessary. The Reef Island light was found to be completely obscured by trees on certain bearings,and the necessary steps were taken to clear away the undergrowth. The new light-vessel "Mindon" which was built in 1927 and commissioned on the 1st February 1928 is a replica of the light vessel "Thibaw" which was placed on the China Bakir station in the previous year and which she relieved during the year under review. She is fitted with an Aga automatic acetylene gas light of 45,000 candle power which is visible for 12 miles, and with a Diaphone fog signalling apparatus. The light-vessel "Kemmendine" was again found to be leaking badly and was brought to Rangoon for repairs. She was surveyed, declared unseaworthy and sold out of the service by public auction. At the Spit station, the failure of the brakes on the lamp halyard winches whilst the lantern was being lowered resulted in serious injury to a lascar, who had to be removed to Rangoon, where he remained as an in-patient of the General Hospital for two months. The light vessel "Danidaw" parted

her cable and drifted away from her charted position, in which she had to be replaced. The southern lights were inspected during the year and the beacons in the Mergui Archipelago were found to be in good condition. It was also found that beacons were urgently required in certain other parts of the Archipelago to insure the safe navigation of these difficult and ill-charted waters.

The total expenditure on the Burma coast lights fell from Rs. 7·92 *lakhs* in 1926-27 to Rs. 6·37 *lakhs* in the year of report, considerable reductions having been effected in the Public Works Department expenditure on works and in the cost of vessels employed in tending the lights. Receipts from coast light dues rose from Rs. 6·94 *lakhs* to Rs. 7·21 *lakhs*. The annual *pro forma* account of the Burma coast light dues showed a loss of Rs. 52,258 on the year's working against a loss of Rs. 2·35 *lakhs* in 1926-27.

Rangoon Port Trust Administration.

74. One thousand five hundred and twenty-six steamers, with an aggregate tonnage of 3,880,057, and 129 sailing ships with an aggregate tonnage of 10,293 entered the port of Rangoon during the year. The figures represent an increase of 15 vessels and 63,553 tons over the figures for the preceding twelve months. Of the total number of vessels entering 1,452 brought cargo for Rangoon and of these 937 discharged alongside. The total volume of sea-borne trade advanced by nearly 600,000 tons to 5,558,831 tons, of which a little over two million tons passed over the Port Commissioners' premises; in addition the river-borne traffic handled amounted to nearly 900,000 tons, and the rail-borne traffic to about three-quarters of a million tons. The total aggregate of 3,672,372 constitutes a record for the Port. The number of passengers who landed at Rangoon from sea-ports increased from 338,529 to 347,164, and the number of those embarking from 289,881 to 314,289.

Progress was made with the six main schemes for Port Development which have been referred to in earlier reports. Detailed plans and estimates for a new ferro-concrete wharf connecting Latter Street and Sule Pagoda Wharves were submitted to Government for sanction. A beginning was made on the Lanmadaw Foreshore Scheme. The equipment of the Botataung Depôt for inland vessels traffic was completed, and the Irrawaddy Flotilla Company transferred their Mandalay traffic thither from Lanmadaw. The new Import Salt Depôt at Upper Pazundaung was completed and brought into use. Negotiations were initiated for the outright purchase from the Rangoon Development Trust of certain lands at Dawbon for which the Port Commissioners have for many years had the leasehold. Six new sets of fixed moorings were laid down. Expenditure on these projects had reached a total of Rs. 34·69 *lakhs* by March 31st, 1928. In connexion with other schemes, the King's Bank Reclamation wall was completed during the year at a total cost of Rs. 38·66 *lakhs*, two additional sites for officers' residences were acquired from the Rangoon Development Trust at Windermere Park, and quarters were constructed for the Deputy Chief Engineer. The Burma River Conservancy Board was constituted by Government to co-ordinate the various interests concerned in the control of the Irrawaddy and Rangoon river systems. The attention of Government was drawn to the state of the Kanoungto Creek, Twante Canal and Chord Cut, and a representative of a British firm of Consulting Engineers came out to Rangoon at the end of the year to report upon the situation. An

account of the finances of the Port Trust, and of the survey works carried out during the year will be found in paragraphs 148 and 80 of this Report.

Rangoon Pilot Service.

75. The finances of the Rangoon Pilot Fund are dealt with in paragraph 149 below. There was again a small deficit on the year's working of Rs. 6,872 which has been written off to the Net Revenue Account. The cash balance to the credit of this account was Rs. 1·23 *lakhs* at the end of the year of Report.

Minor Ports.

76. Besides Rangoon, there are eight smaller ports in the province—Moulmein, Bassein, Akyab, Tavoy, Mergui, Kyaukpyu, Sandoway and Victoria Point—which together dealt with nearly 10½ *per cent.* of the foreign trade of the province during the year under review, and with 16 *per cent.* of the trade with India, as well as with intra-provincial coasting trade. The number of vessels of all kinds entering these minor ports during the year was 2,404, with a total tonnage of 1,699,313, while 2,412 vessels with a total tonnage of 1,704,754 cleared.

Commercial Marine: Shipping.

77. Repeated voyages are taken into account in the statistics given in this paragraph, and coasting trade means trade with Indian ports, whether British or not. The number of vessels entering ports in Burma again fell slightly from 4,203 in 1926-27 to 3,982 in the year of report but their aggregate tonnage rose from 5,315,756 to 5,541,461. The number of vessels clearing from ports in Burma rose from 3,753 to 4,065, and their tonnage from 5,295,933 to 5,645,376.

The total number of vessels engaged in foreign trade which entered the ports of Burma was 497, with an aggregate tonnage of 1,216,811 against 525 vessels with an aggregate tonnage of 1,391,550 in the previous year. The total clearances numbered 637 aggregating 1,537,657 tons against 621 with a tonnage of 1,655,422 in 1926-27. Of the vessels entering, sailing ships numbered 74 of 5,402 tons, compared with 60 of 7,813 tons; of the vessels clearing, sailing ships numbered 122 of 13,688 tons against 83 of 11,783 tons in the previous year. The number of vessels entering Rangoon from foreign ports fell from 382 to 352 and their tonnage from 1,194,946 to 1,091,856; the number clearing for foreign ports also fell from 469 to 435 and their tonnage from 1,469,353, to 1,382,451. Two sailing ships engaged in foreign trade, with a total tonnage of 459 cleared from the port during the year against 15 with an aggregate tonnage of 4,067 in the previous year. No foreign sailing ships entered the port during the year of report.

The number of vessels engaged in the coasting trade which entered the ports of Burma fell from 3,678 to 3,485 while their aggregate tonnage rose from 3,924,206 to 4,324,650. The fall was entirely confined to sailing ships, there being a rise in the number of steam vessels entering the Province from 1,992 to 2,182. The number which cleared rose from 3,132 to 3,428 and their aggregate tonnage from 3,640,511 to 4,107,719. Of the vessels entering, sailing ships numbered 1,303 of 62,941 tons against 1,686 of 67,177 tons in 1926-27, and of those clearing, 1,300 of 58,709 tons were sailing ships against 1,214 of 53,765 tons in the previous year. Of the vessels engaged in the coasting trade 1,133 steamers with an aggregate tonnage of 2,741,322 entered Rangoon

against 1,053 with a tonnage of 2,612,973 in the previous year; 1,090 steamers aggregating 2,548,181 tons cleared against 968 steamers of 2,305,007 tons in 1926-27. The number of sailing vessels that entered the port fell from 195 to 128 and their tonnage from 13,921 to 10,219; the number of sailing vessels which cleared also fell from 188 to 128 with a corresponding fall in tonnage from 12,590 to 9,890.

The number of British vessels, excluding native craft, which entered the ports of Burma from foreign countries fell from 339 to 319; native craft rose from 7 to 49. The number of foreign vessels excluding native craft fell by 28 to 129. The decline was shared by nearly all nationalities. Vessels under the Dutch, Italian, Japanese and Norwegian flags fell from 44, 10, 85 and 6 to 35, 7, 66 and 3, respectively, while those under the German flag rose from 5 to 15. There were two Danish and one Swedish vessels as in the previous year, while Yugo-Slavia which had sent two vessels to Burma in 1926-27 and Spain and the United States which had sent one each, sent none in 1927-28.

In the coasting trade, the number of vessels entering with cargoes which flew the British colours rose from 1,692 to 1,858; foreign craft fell from 169 to 168; and native craft from 1,259 to 1,084.

Commercial Marine: Wrecks and Casualties.

78. During the year of report casualties to sea-going vessels within the port of Rangoon numbered 18, all of a minor nature. Seven of the vessels were in charge of licensed pilots and eleven in charge of Assistant Harbour Masters. Each casualty was the subject of departmental enquiry and as regards the Port Commissioners' officers no further action was found to be necessary in any case. A serious collision between a motor launch and a barge in tow of a steam launch took place in the Rangoon River on the 12th December 1927, resulting in the capsizing and sinking of the former with the loss of 10 lives. On enquiry it was found that the collision was entirely due to a grave error of judgment not amounting to criminal negligence on the part of the serang of the motor launch. His certificate was therefore suspended for a period of two years. In view of the serious loss of life which occurred a press communique was issued giving a brief account of the enquiry and its finding in the case.

Outside Rangoon, steamers and launches were involved in 6 collisions in the course of which a fisherman lost his life. A collision between a steamer and 2 steam launches was narrowly averted near the entrance to the Panmawaddy River. A request for the payment of compensation for the loss of a cargo boat in the Payachaung River as a result of a collision with a Government steam barge was refused by the Local Government as an enquiry held by the Second Assistant Port Officer, Rangoon, failed to establish the guilt of the serang. A special Court of Enquiry held to investigate the cause of a bad collision between two launches in the China Bakir River found the serang of one of them guilty of a serious breach of the rules for the protection of inland steam or motor vessels. The serang's certificate of competency was suspended for a year.

Government Steamers and Launches.

79. The year opened with 208 Provincial Marine vessels. Four vessels, *viz.* one steam launch, one rock smasher, one motor boat and one house boat were condemned and sold and two motor boats were added to the fleet during the year, thus leaving a total of 206 vessels of

all kinds at the end of the year. These were made up of two steam trawlers, two inland steamers, 74 steam launches, one steam barge, 96 motor launches and boats, 14 house boats, 14 flats and 3 barges.

The vessels working under the various departments were in good condition and fully employed. The fuelling arrangements carried out by the Forest Department were satisfactory. The value of stores received into the Marine Store Godowns at Mandalay, Bassein and Rangoon was Rs. 8,26,459 against Rs. 6,58,386 in the previous year. The value of stores issued from the stores godowns was Rs. 2,47,000 against Rs. 2,00,000 in the previous year.

Marine Works and Surveys.

80. In the Port of Rangoon, the dredger "Cormorant" working mainly in the Danidaw Reach and Western Approach removed over eight hundred thousand tons of sand and silt. An average depth of 15 feet was maintained in the Danidaw reach, which required constant dredging; the Monkey Point Channel kept in good condition and required but little dredging. The dredger "Hastings" worked on the berths at the wharves and jetties and dredged 105,200 tons of silt. A few new surveys were undertaken and completed during the year. In addition, a special survey of the Pegu River from its mouth to a point 13½ miles up river was carried out for the purpose of acquiring data for the construction of protective works and river wharves on the Pegu River foreshore at Dawbon. The year's surveys did not show any very marked changes in the channels or banks of the river except along the north-west shore of the western channel, where the drying line had extended some 4,000 feet to the south-eastward during the year; the western channel itself, however, showed a slight but definite deepening. The important Liffey Reach maintained better conditions during the year than usual. The Liffey Sands followed their usual seasonal programme of movement but there was considerably less protrusion of the edge of the sand into the deep reach than had been normal at the corresponding seasons in former years, and the usual patches of comparatively shoal water did not appear in the middle of the Liffey Reach even in the months in which they were confidently anticipated. The effects of the King's Bank wall were carefully observed and charted and the alterations in the run of the tidal streams due to the wall were studied. A series of stations was established in 1926 at various points along the river banks from which the erosion of the high water line could actually be measured. Observations at these stations have been made at intervals and a definite system of recording the amount of erosion has been devised; this system will enable existing and previous positions of the high water line to be compared after any interval of years with considerable accuracy.

CHAPTER IV.

PRODUCTION AND DISTRIBUTION.

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Agriculture.

Occupied and Cultivated Area.

81. The occupied area of the Province again increased by 167,000 acres to 20·40 million acres. The bulk of the increase once more occurred in Lower Burma and the most noticeable increases were in the Pegu (33,000), Ma-ubin (25,000), Myaungmya (18,000), Hanthawaddy (14,000) and Amherst (13,000) Districts in Lower Burma, and in the Pakôkku District (10,000) in Upper Burma. The fallowed area was 4 million

acres, as against 3,740,000 in the previous year, or 20 per cent. of the occupied area and showed an increase of 338,000 acres. The fallowed area represented 37·50 per cent. and 6 per cent. of the total occupied area in Upper and Lower Burma, respectively. The largest increases in fallowed areas were in the Pakôkku (60,000), Myingyan (55,000), Meiktila (44,000), Sagaing (35,000) and Minbu (24,000) Districts and were mainly due to unfavourable middle rains, and in the case of the Myingyan and Sagaing Districts to floods also; the largest decreases were in the Shwebo (10,000) and Kyauksè (6,000) Districts. The net area sown, *i.e.*, the difference between the occupied and the fallowed areas, showed a decrease of 171,000 acres as compared with the previous year; while the net matured acreage for the province was 15·28 millions as against 15·64 for the previous year. For the first time since the year 1920-21, there was a decrease in the area sown with rice. This was entirely due to the failure ot the middle rains in Upper Burma where the area sown fell by 166,000 acres; whereas in Lower Burma the regular increase in the area under rice, which has continued unchecked since 1918-19, was maintained. This latter increase, which would have been larger but for cattle disease in the Akyab and Kyaukpyu Districts, was 68,000 acres. There was a large decrease of 150,000 acres in the area sown with millet which was partly due to lack of rain at sowing time and partly by the replacement of millet by groundnut which has been going on for some time. There was a large increase of 118,000 acres in the area under beans. This was probably due to comparatively good late rains following on bad middle rains which were adversely affected sesamum and paddy crops and resulted in beans replacing them. The area under early sesamums was larger by 8,000 acres than in the previous year whereas there was a decrease of 30,000 acres in the area under later sesamum which is due to loss of popularity and replacement by groundnut. There was a very large decrease of 121,000 acres in the area under cotton due to serious shortage of rain at sowing time coupled with the abnormally low prices of the previous year. The area under gram was 238,000 acres as against 200,000 in the previous year. This is another record in the rapid increase which has taken place during the past four years. There was again an increase, from 86,000 acres to 100,000 acres, in the area under rubber.

Area Irrigated.

82. The net area irrigated was 1·447 million acres, or a decrease of 1·31 per cent. on the figures for the previous year. There was a decrease of 5,700 acres in the area irrigated by Government canals, this occurred chiefly in the Minbu and Yamèthin Districts owing to abnormal and sustained floods in the Irrawaddy in the former case and to lack of local rainfall on which the sources of irrigation are entirely dependent in the latter case. These decreases amounted to 15,000 acres and were partially set off by an increase, due to a favourable season, of 7,000 acres in the Kyauksè District. There was an increase of 27,000 acres in the area irrigated by private canals. The chief increase (19,000 acres), due to favourable season, was in the Magwe District. There were decreases of 11,000 and 26,000 acres respectively in the areas irrigated from Government and private tanks: these were almost entirely due to shortage of rainfall in the Meiktila, Yamèthin and Shwebo Districts. The total irrigated area under rice was 1,400,000 acres about 12,000 acres less than in the previous year.

Kalahaung.

Pwegyit Nalinthi.

During the year the Kalahaung Distributary was further developed, and the Pwegyit and Nalinthi Distributaries of the Man Canal were extended. The Teinnyetkon and Pauktan weirs in the Yamèthin District, which were destroyed by floods, in the previous year have not yet been repaired. The extension of the Ela embankment in the Yamèthin District in the previous year has proved a success. In the Mandalay District the Yenatha Canal is under construction, and steps are being taken to improve the Kyaukse-Taunggan Tank.

The Agricultural Department.

83. There was no change in the organization of this department but two new appointments were made in the Upper Division of the Subordinate Agricultural Service, *viz.*, an Assistant Mechanical Engineer and an Assistant in the Entomological section. At the end of the year there were 40 students on the roll of the Agricultural College, Mandalay, of whom 9 were in the third year, 14 in the second year and 17 in the first year. All the nine third-year students obtained the College Diploma. Five students, all in the first year, had their stipends withdrawn and were refused re-admission to the college. Of 60 applicants, as against 35 last year, for admission to the college the Selection Board selected 20 for admission with stipends and 4 for admission as private students. The increase in the number of applicants is a good sign. The discipline of the students was good. No further progress was made in the matter of the affiliation of the college to the University of Rangoon but a proposal for the creation of a B.Sc. degree in agriculture, and the recognition of this degree as a qualification for other departments as well, is under consideration. The fifth year of the Pyinmana Agricultural School was completed and the second class graduated towards the end of the year under report. This school, which is under the control of the American Baptist Mission, teaches gardening in the first year, farm crops in the second, animal husbandry in the third and advanced crop work in the fourth. The poultry breeding was successful, the school taking premier honours in the Burma Poultry Show at Rangoon in December 1927 with 3 first, 2 second and 1 third prize, including a cup for the best bird in the show. Two farm schools for the sons of cultivators were started at Hmawbi and Mahlaing in June 1927 with ten pupils in each. All 10 pupils at the Mahlaing school did well in the final examination after a nine months' course and are reported to be running their own farms on the improved method taught in the school. The Hmawbi school course finished in February 1928 and only 8 pupils finished it, of whom 3 failed to obtain pass marks in the final examination. The object of these schools is to establish a connection between the department and the actual cultivator by getting passed students registered as honorary organizers of the department. The training of adult cultivators at central farms continued. One of the principle events of the year was the visit to the Province in November 1927 of the Royal Commission of Agriculture. In addition to taking evidence at Rangoon and Mandalay the Commission visited the Hmawbi Agricultural Station, the Agricultural Station and College at Mandalay and the Agricultural Stations at Mahlaing and Allanmyo.

Agricultural Research.

84. The year was one of steady expansion and development. Five hundred and thirty-four acres of land for the new Central farm at Kanbalu was taken possession of in September 1927. Five new seed farms with an aggregate area of

880 acres, were opened and a large number of areas totalling about 3,900 acres, have been excluded from grazing grounds and handed over to the department for purposes of seed distribution by letting them out to tenants who agree to grow the department's seed. Three-thousand and ninety tons of seed, as against 1,670 tons during the previous year, were distributed during the year thanks to steady organization, increase of staff and the opening of seed farms, etc., alluded to above. By far the greatest proportion of pure seed distributed was paddy but considerable quantities of cotton, groundnut, gram and bean seed were also distributed. Millers were found ready to pay premiums of Rs. 10 or more per hundred baskets for pure paddy seed and during the year 137 placards supplied by the department, were erected at mills announcing that the owners would pay premiums on pure paddy seed.

Hmawbi.

In last year's report mention was made of promise of success in experiments with a new manure for paddy land. This manure is known as ammo-phos and during the year under report trials were made at Hmawbi Station with two grades of the manure at four rates each per acre to ascertain the optimum dose. The experiment was a most striking demonstration and it was found that in both grades the optimum dose was 200 lbs. per acre, resulting in a gain per acre of Rs. 24-6 in one grade and of Rs. 13-14 in the other. It has been calculated that the use of ammo-phos at its present price will continue to pay until the price of paddy drops to Rs. 124 per 100 baskets. A cultivator's leaflet on this manure is being prepared and more intensive demonstrations of its use will be undertaken.

In the case of dry-zone crops work was continued with a view to improving sesamum, beans, gram and tobacco. A selected strain of sesamum known as Pyegyi has been produced at the Allanmyo Station and has given extremely high yields, in one case 14 baskets per acre. The very profitable method of growing it in rows is being demonstrated there. Trial shipments of 5 tons to England and 2 tons to Japan of the new Lima Bean known as Moki were arranged by the Burma Chamber of Commerce but the results have not yet been reported. The department's selected strain of Karachi gram continued to be popular and has practically replaced the old variety which was extremely susceptible to fungus disease. Work on tobacco is only in the initial stages as yet. Sericultural work continued at Maymyo with the further importation of eggs and the carrying on of hybridisation. The buildings of the new Sericultural Station at Paukkaung in the Prome District were completed during the year and a commencement was made there with the distribution of mulberry cutting, silkworm eggs and cocoons and with a programme of local instruction, demonstration and propaganda work. Mulberry cultivation was tried with success at the Tatkon, Hmawbi, Akyab and Mudôn Stations and it was found that at all those places the plant grows vigorously enough for sericultural purposes. The success achieved with potatoes and wheat in the Southern Shan States would indicate that similar development is possible in similar hilly country in Middle and Northern Burma (exports of potatoes from the Shan States are now valued at Rs. 25 lakhs as compared with Rs. 3 lakhs before the war); tea, coffee, tung oil and various kinds of fruits also have decided possibilities; but a systematic survey of the possibilities of the hilly

country is required first of all. The possibilities of cultivating the tung oil tree were also enquired into and seed for experimental purposes in the Northern and Southern Shan States has been arranged for. The Sahmaw Sugar-cane Estate in the Myitkyina District now has 1,400 acres under cane and the manufacture of white sugar has began. A rough scheme for Rubber research has been worked out but has not yet been fully considered by Government.

Seed Distribution and Demonstration.

85. Mention has been made in the beginning of paragraph 84 above of the distribution of seed. The most useful means adopted so far have been the appointment of honorary organisers (see also end of paragraph 83 above) and the opening of private seed farms. Distribution to members of Co-operative Societies has also been found to be useful. A leaflet "The Lantana Plant" was printed both in English and Burmese and distributed during the year; another on tung oil has been sent to the press for proof. About 120,000 copies of the department's cultivators' leaflets have been ordered by the Director of Public Instruction for use in Vernacular Schools in the province.

Different localities demand different methods of getting in touch with the actual cultivator. One method employed is that by the schools at Mahlaing and Hmawbi for sons of cultivators (*vide* end of paragraph 83 above). In other localities free use has been made of pagoda festivals for agricultural exhibits and propaganda; cattle shows and ploughing matches have also been held at these festivals. In the Southern Circle 115 demonstrations with selected strains of seed were carried out and 30 demonstrations of the manure ammo-phos; the *theikpan* ploughshare was also widely demonstrated. In the Irrawaddy Circle a list of the principal growers of paddy from pure seed was prepared and copies of it sent to the millers at Bassein who, especially the European firms, showed much keenness to get the seed; the *theikpan* plough has become extremely popular in this circle; two conferences with attendant shows of agricultural produce and live-stock were held at Myaungmya and Henzada, respectively, and proved successful and useful.

In the Tenasserim Circle the Thatôn seed farm and seven other seed farms in areas excluded from grazing-grounds were let out to tenants. The total area of these farms is 630 acres. Hmawbi C19-26 having been tried in the Thatôn and Amherst Districts and found unsuitable for all localities. Seed distribution on a large scale will have to await the production of suitable pure strains from the local central farm at Mudôn. In the Arakan Circle local paddy having so degenerated in quality certain suitable strains of Arakan paddy were selected, in consultation with mill managers, as suitable for trade purposes and rapid progress is now expected. The plough used in Arakan is a very primitive one and a promising beginning was made with the distribution of the department's *theikpan* plough. A conference was held at Akyab and another at Sandoway, both were well attended and an exhibit of seeds and other produce and a plough demonstration were arranged for at the Agricultural Station at Akyab.

In the Northern Circle extension work continued with a more definite seed farm policy and better organised propaganda for the improved plough. A new central farm and two new seed farms are about to be opened at Kanbalu (Shwebo District), Cheba (near Shwebo) and

Singaing (Kyauksè District), with a view to obviating dependence on the Mandalay College Farm for the supply of pure seeds. During the year 114 private seed farms were in organised operation under the department's pure seed and paddy, erect groundnut, wheat, gram and miscellaneous seeds were distributed through them in addition to from Government farms. Propaganda, practical courses and demonstrations resulted in an immediate large increase in the number of orders for the department's improved ploughs.

In the Myingyan Circle distribution of seeds and tillage implements was actively carried out and over 11,500 packets of copper sulphate for treating Jowar seed against smut disease were sold during the year. One hundred and seventy-one demonstrations were carried out at various places. Propaganda work was also carried out at two of the largest pagoda festivals attended by thousands of cultivators, actors in *pwès* and a lecturing Buddhist monk being utilized for publicity purposes, and a large number of leaflets were distributed. A successful cattle and produce show attended by the Commissioner of the Division was held at Mônywa.

In the West Central Circle 142 demonstrations as against 103 in the previous year were carried out and 67 tons of seeds were distributed as against 23 last year; distributions by the department estimated at a further 210 tons were made through seed farms and honorary organisers. There has been a marked increase in the area under Karachi gram in the Minbu District: beginning with three demonstration plots in 1924-25 the area last year increased to over 6,000 acres and is expected to increase to about 10,000 acres.

Two hundred and ten tons of paddy, groundnut and gram seeds, 17,575 sugar-cane sets and 784 *theikpan* ploughshares were distributed in the East Central Circle. Demonstrations of implements, mainly the *theikpan* plough and the improved jaggery furnace, were held, and propaganda was carried out at three big pagoda festivals.

Veterinary Departmental Staff and Veterinary School.

86. The superior staff employed during the year was the same as during the previous year. Two officers of the Indian Veterinary Service and one officer of the Burma Veterinary Service discharged the duties of the four circles, the Veterinary School and the Arakan Sub-Circle. Proposals were submitted to Government for the filling of the two vacant posts in the cadre of the Indian Veterinary Service. Five Deputy Superintendents out of a sanctioned Provincial staff of 15 were entertained during the year, two Inspectors were promoted to this grade one at the end of the year. Of 27 Inspectors at work at the end of the year eight had been promoted to that grade during the year. Of 205 Veterinary Assistants six were discharged during the year. The cost of the department rose by Rs. 70,000 to Rs. 6·02 lakhs. Of the 14 pupils on the roll at the beginning of the year in Class A all were promoted to Class B during the year and there were 13 on the roll at the end of the year. In accordance with the recommendations of the Agricultural Committee of 1925, as approved by Government applications for 20 stipends, each valued at Rs. 25, were advertised for, only eight were received of which only one came from a High School Final candidate: selection of stipendiaries has consequently been postponed. In order to raise the generally low standard of efficiency of Veterinary Assistants arrangements were made to institute, from 1st September

1928, refresher courses of three months duration and it is hoped that 30 or 40 Assistants will attend each course. The Veterinary School at Taunggyi was closed from July 1927.

Cattle Disease.

87. The figures regarding the incidence of contagious diseases are compiled from monthly and yearly returns by Deputy Commissioners of Districts and their source is from reports from village headmen. This year they are as usual no doubt very inaccurate, and far below actuals. The total bovine population of the province is recorded as 5,994,840 and this figure is probably an underestimate. According to the compiled figures the total mortality amongst bovines was 108,747. Thus the total mortality is 1·8 per cent. This would put the average life of an animal at 50 years whereas in fact, it is known to be about 15 years. The recorded figures for total mortality are therefore probably about three times too small and if it is assumed that this is fairly constant from year to year the recorded figures may be of some value for comparative purposes. As Rinderpest is the most important contagious disease, outbreaks of which necessitate official interference and supervision, it is probable that the recorded mortality figure is more reliable than the figures of mortality from other causes. The recorded mortality figures of bovines from contagious diseases are as follows (the figures in brackets are those recorded for last year). Rinderpest 38,385 (39,993), foot-and-mouth diseases 1,947 (3,063), Anthrax 1,598 (1,045) = Total 41,930 (44,041).

As regards rinderpest according to recorded figures there were no deaths in the Kyaukpyu, Sandoway, Arakan Hill Tracts, Tavoy, Upper Chindwin, Kyauksè, Yamèthin and Minbu Districts, whereas there were 21,555 deaths in the Akyab District, 8,325 in the Katha District, 1,882 in the Bassein District, 1,168 in the Thatôn District and 1,059 in the Amherst District; districts in the dry zone were practically free from attack.

The Akyab District thus suffered very severely. The heaviest mortality occurred during the months of June to September 1927, five inoculating parties were formed to cope with the situation and ten officers of the Veterinary Department were sent to Akyab on special duty. Of 44,618 head of cattle inoculated with anti-rinderpest serum during the Akyab outbreak only 726 died and these good results had the good effect of popularising inoculation. The chief difficulties to contend with in the control of the disease were failure to segregate cattle strictly, difficulty in enforcing the cattle disease rules owing to the existence of large unfenced communal grazing-grounds, difficulty in finding suitable land for burying carcases and frequent resort being had to the practice of throwing carcases into creeks, etc. Perhaps the two main difficulties to contend with are the fact that bullocks and buffaloes are the transport animals of the Province and the existence of large heads of cattle in the possession of Indians who own no land, pay no land revenue and who, as they often live outside the villages, are most difficult for headmen to control. Ninety-six thousand and seventy animals (bovines) were inoculated against rinderpest by the *serum alone* method and 896 of these died as against 61,869 and 1,261, respectively, during the previous year. The cost of the serum per animal inoculated worked out at Rs. 1-5-0. The total number of animals treated at the Veterinary Hospital, Insein, and the

four dispensaries at Pakôkku, Myingyan, Prome and Pegu was 10,685 as against 11,400 in the previous year. Veterinary Assistants on tour visited 42,942 villages (as against 47,070 last year) and treated 143,534 animals (as against 174,511 last year).

Livestock.

88. Figures based on practically unchecked enumeration by village headmen must, as in the case of mortality of cattle, be accepted with caution. Bulls and cows numbered 661,200 and 1,434,250 as against 650,000 and 1,413,850 last year. As regards plough cattle the increase of 11,000 bulls is more than counterbalanced by a decrease of 15,000 bullocks (from 1,880,400 to 1,865,500). Young stock decreased by about 5,000 to 987,600. Buffaloes, both adult and young stock decreased by 6,000 from 1,057,995 to 1,051,508 : rinderpest especially in Akyab and Katha coupled with a tendency to substitute bullocks for buffaloes explains the decrease. There were 33,000 geldings, 3,660 stallions, 37,892 mares and 12,589 young stock as against 32,207, 4,378, 38,839 and 13,397, respectively, during 1926-27. The numbers of sheep 72,300, goats 271,700 and pigs 459,000 have all increased—the latter by 54,000. Ploughs increased by 5,000 from 780,500 to 785,500 : this increase is considerably in advance of the increase in cattle and buffaloes available to draw them.

Agricultural Loans.

89. Excluding loans under the control of the Administrator of Government Estates and loans to Co-operative Societies, the amount of loans under the Agriculturists Loans Act, 1884, outstanding at the commencement of the year was Rs. 24·68 lakhs against Rs. 21·32 lakhs at the commencement of 1926-27. The amount advanced during the year was Rs. 15·35 lakhs (as against Rs. 21·97 lakhs in the preceding year). The total of outstandings from the previous year and advances during the year were therefore Rs. 40·03 lakhs. Of this sum Rs. 25·30 lakhs fell due for collection during the year and Rs. 17·07 lakhs was collected which is 67·5 per cent. as against 67·7 per cent. in the preceding year. The amount remitted was Rs. 6,562 as against Rs. 16,746 last year but the amount suspended, *viz.*, Rs. 3·68 lakhs was 14·5 per cent. of the amount falling due for recovery as compared with 9·4 per cent. in the preceding year.

The arrears of interest overdue decreased from Rs. ·72 lakh to Rs. ·52 lakh. The largest advances taken during the year were by the Akyab (Rs. 2·25 lakhs) and Pegu (Rs. 1·27 lakhs) Districts. It was expected that large sums of principal and interest would have to be written off in the Insein District—an unsatisfactory position—whereas in the Prome District not only was practically the whole of Rs. 48,000 principal, which fell due for collection during the year, collected but also a further Rs. 25,000 was repaid before it had fallen due.

Protection from Floods.

90. The areas cultivated under the protection of embankments in the charge of the Irrigation Branch of the Public Works Department fell from 1,183,925 acres to 1,174,502 acres, the decrease being due to the early rise of floods which rendered cultivation impossible in low lying areas along the Henzada, Sangin-Sagagyi and Thôngwa Embankments, as well as to the cutting of the Sittang Embankment at mile 47-1 to provide an escape for the Mokkamu drainage. The floods in the Irrawaddy River were remarkable for their record height and long duration, the river being above the danger level at Henzada for ten days during July and again for 38 days in September and October. A breach occurred at Alan near mile 17 of the Yandoon Island Embankment, fortunately on a falling flood and the damage to crops was not very extensive. There were many very serious slips but prompt action prevented the development of breaches. No serious slips, however, occurred during the flood period. The rainfall in the Pegu District was normal and very well distributed ; no floods were experienced in this locality.

The gross revenue amounted to Rs. 19·31 lakhs against Rs. 19·17 lakhs in the previous year, the increase being due to larger receipts from the areas protected by the Tamatakaw Embankment. The working expenses fell from Rs. 11·89 lakhs to Rs. 11·25 lakhs, thereby causing the nett receipts to rise from Rs. 7·28 lakhs to Rs. 8·06 lakhs.

The progress on raising and strengthening the embankments was generally good, but the work of metalling the crests for light motor traffic was considerably delayed owing to the amount of raising and resectioning of the embankment that still remained to be done. The work of river training without embankments in the Pegu District was practically completed at the close of the year. Retirements were constructed where necessary, and repairs to the breach at Alan and to the many slips that occurred were carried out satisfactorily.

Weather and Crops.

Character of the Season.

91. The season ranged from good to fair in Lower Burma and from fair to bad in Upper Burma. The rains broke very early being general throughout the Province by the 5th May. Excepting in July and October when they were in excess and in September when they were on the light side, the rains in Lower Burma were normal. In the northern wet zone the rains were above normal in July and in October. In the central dry zone the rains were much in excess in May, deficient in June with a rainless period of about forty days up to the 20th July followed by considerable rain at the end of July and a very dry spell in September ; in October and mid-November the rains were generally in excess with abnormally heavy rain in some parts.

The big rise of the Irrawaddy was much delayed not occurring until the end of September and then staying for an unusually long time with disastrous results as regards transplantation in the Tharawaddy, Ma-ubin, Hanthawaddy and Insein Districts. Apart from these areas damaged by floods and from areas left fallow in the Arakan Division owing to shortage of cattle due to disease the rice crop in Lower Burma was a good one. In most parts of Upper Burma the rice crop approached a complete failure and there were few other important crops that did not suffer severely from drought in a number of districts.

Outturn and Prices.

92. The percentage of the normal yield of paddy in 1927-28 was estimated at 102 as against 106 in the previous year. The matured area (11,132,000 acres) under rice, too, was 350,000 acres less than in 1926-27 (but it was much in excess of the average of the last ten years) and in consequence the estimated gross outturn of unhusked paddy fell from 7·42 to 6·90

million tons. The final forecast, for the 1926-27 season, of the exportable surplus of rice and rice and products had been estimated at 3'39 million tons but the actual exports during the year were 3'22 million tons (Morrison's report); the estimate for the year under report places the exportable surplus at 3'02 million tons. The year 1927-28 which will be memorable for the fall that took place in the price of paddy opened at the beginning of July with the price of paddy steady at about Rs. 190 per hundred baskets. In September and October the price fell to Rs. 170 followed by a steady rise to Rs. 190 by the middle of December. The advent of the new crop brought a sudden drop to Rs. 161 followed immediately by a rise to Rs. 170 which price was maintained until the end of February. There was a further decline, attributed to prohibition of importation of foreign rice into Japan and to sales of old Japanese stock at Bombay, from March until the beginning of April when Rs. 160 was touched followed by a rise to Rs. 165 maintained until the end of May. In June there was a further drop and for the last three weeks of that month the price remained at Rs. 155. There was, however, a recovery in the price of rice in the last fortnight of June which was followed after the close of the year under report with a rise in that of paddy to Rs 160. Throughout the year the prices of paddy and rice (Big Mills specials) rose and fell together with few exceptions. Generally speaking the cultivator disposed of his paddy at satisfactory prices and the bulk of the loss was borne by traders. The decline in the price of paddy and rice has been attributed to an increased output by Italy and Spain, to good crops in Japan, Formosa and Corea coupled with the abovementioned prohibition of exports into Japan, to increased output by Siam and Indo-China, and to freights favouring the latter countries. Good early rains gave the sesamum crop a fair start. The area sown was just below the average of the preceding ten years but just above that of the preceding five years. In the final forecast for the whole Province a yield of 45,000 tons as compared with 30,000 tons in the previous year was assumed. There was a considerable decrease in the price of sesamum due apparently to increased production and a decrease in demand. The area under cotton was 92 per cent. of normal as against 109 per cent. in the preceding year and the reasons for this decline were the low prices in 1925-26 coupled with unfavourable condition for sowing the *wagale* crops. The crop on the whole, however, was better than that of the preceding year and although the sown area was 96,000 acres less than in the preceding year, the matured area was only less by 48,000 acres and the estimated outturn (12,000 tons) was only 1,000 tons less than the amount actually exported during the previous year. There was a welcome recovery in price during the year. The year was a bad one for the groundnut crop the long series of breaks in the middle of the rains doing much damage to it.

Co-operation.

Administrative and General.

93. Three permanent posts of Deputy Registrar, were created from November 1927, and filled by Extra Assistant Commissioners (Co-operative Branch). The principal feature of the year was the Resolution, in April 1928, of the Government of Burma on the annual report of the department for the year 1926-27 which prescribed that "for the present, at any rate, control must be lightened up and the movement closely supervised." Proposals for reorganization of work were accordingly submitted to Government but as they did not take effect until 1st August 1928, they fall outside the scope of this report.

Next to no extension of the areas covered by the work of the department could be carried out because of an intensive campaign involving the transfer to Upper Burma from December 1927 to May 1928 of most of the officers of the Department normally stationed in Lower Burma, to stimulate repayments by the societies of certain districts. The orders of Government, in the Resolution alluded to above, that societies found to be in a hopeless condition should immediately be wound up were carried out as rapidly as possible with a staff considerably under established strength in trained officers and 644 societies were so dealt with mostly in May and June. Of 5,222 societies of all kinds still on the register on 30th June 1928, 633 were in liquidation (the remaining societies in liquidation having been disregistered made the provisions of the Act of 1912) and only about 4,000 societies were living at the end of the year—and many of these were barely alive.

The intensive campaign, alluded to above, to stimulate repayment by the societies of certain districts was a complete failure: of Rs. 52'75 lakhs principal due from societies in nine districts on 1st January 1928 less than Rs. 3'25 lakhs had been collected by 30th June 1928 and these repayments came almost wholly from the minority of comparatively honest societies which had always made more or less reasonable efforts to pay their debts. Total membership declined from 139,401 in the preceding year to 137,328, deposits by members from Rs. 13'57 lakhs to Rs. 12'37 lakhs and by non-members from Rs. 149'03 lakhs to Rs. 144'52 lakhs. As the result of an investigation of the financial position of the Burma Provincial Co-operative Bank, Limited, the Government of Burma in April 1928 arranged with the Imperial Bank of India for the grant to the Provincial Co-operative Bank of a special cash credit of Rs. 14 lakhs in order to place it in a sound financial position.

Central Banks.

94. At the end of paragraph 93 above mention has been made of the necessity to bolster up the Burma Provincial Co-operative Bank. That bank's share capital was reduced by Rs. 28,450, 35 individual and 249½ society shares being refunded—the latter to societies in liquidation. Fixed deposits fell from Rs. 88½ to Rs. 70 lakhs during the year partly because rumours regarding the Bank's position disturbed a section of the investing public and partly owing to the reduction in rates of interest made with a view to checking the inflow of unwanted deposits. The percentage of non-European Fixed Deposits rose from 40'5 to 60'7 while for all deposits (including Savings Bank and Current Account) the Non-European percentage rose from 48 to 82. Savings Bank deposits fell by almost Rs. 1 lakh (partly because of refund to liquidators of societies' savings) while current accounts increased by Rs. 82,000. Total outstanding loans to primary societies fell from Rs. 84 lakhs to Rs. 79'3 lakhs. The percentage of repayment by societies fell from 35'88 to 16'43 and this fall was due to the almost complete cessation of repayments in Upper Burma despite the intensive campaign to cause repayment alluded to in paragraph 93 above. It is certain that a large proportion of these loans will have to be written off by the Bank and it was for this reason that the Bank's financial position had to be strengthened by the special cash credit of Rs. 14 lakhs mentioned at the end of paragraph 93 above. Out of

Rs. 8·52 lakhs interest receivable from primary societies during the year only Rs. 4·21 lakhs was received the difference being interest due by societies in liquidation and compounded interest. The Bank made no profit during the year but avoided showing a loss by writing up the value of its investments by Rs. 2·30 lakhs to their nominal value which, however, is less than their market value. The market value of Government securities held by the Bank at 30th June 1928 was Rs. 35·55 lakhs and their value as shown in the balance sheet was Rs. 33·90 lakhs. The number of Central Banks remained the same as in the previous year, *viz.*, 21. Of these 10 are District, 7 Township and 2 Savings Banks and there are also the Burma Urban Central Bank and the Sittang Colonies Banking Union. On the application of its shareholders the unsatisfactory Pyapôn District Central Bank has been directed to be wound up. The Pyinmana and Myingyan Central Banks still work on a small scale and have not yet fully established themselves as District Banks. The remaining 7 District Central Banks are the Prome, Henzada, Pakôkku, Moulmein, Sagu-Salin, Lower Chindwin and Pegu, only three of which showed an increase in profits over the year before, *viz.*, Pegu, Prome and Henzada. Of the Township Banks only two show any vitality and three of the remainder were put into liquidation during the year.

The Burma Urban Central Co-operative Bank was ordered to be wound up as a result of the audit report for the year ending 30th June 1928 and on examination of the Bank's books by the liquidator a number of prosecutions were instituted against various persons connected with the Bank.

The Sittang Colonies Banking Union, which is under the charge of the Administrator of Government Estates, had another successful year and increased its reserve fund to Rs. 96,284.

Agricultural Credit Societies.

95. Although there were 3,808 Rural Credit Societies on the register on 30th June 1928 as against 3,788 on 30th June 1927 there were in reality only 3,226 such societies which were not in liquidation as against 4,097 on 30th June 1924 when the number of societies of this class reached its maximum hitherto. Registration of new societies has practically come to a standstill, only 39 being registered during the year and as the officers of the department will for the most part be occupied with liquidation until about June 1930. Very few more Rural Societies are likely to be registered until after that date. Loans and deposits received by these societies from individuals during the year amounted to Rs. 3·71 lakhs as against Rs. 4·45 lakhs during the previous year.

The average loan per member rose from Rs. 209 to Rs. 217. The percentages by districts of repayments (*a*) by members to societies varied from 5·23 (Sagaing), 5·28 (Meiktila), 8·03 (Myitkyina), 8·15 (Kyauksè) to 43·71 (Ma-ubin), 43·72 (Akyab) and 44·82 (Tavoy) and (*b*) by Societies to Banks varied from 2·54 (Sagaing), 4·26 (Kyauksè), 5·61 (Meiktila) and 6·66 (Thayetmyo) to 42·01 (Thatôn), 43·17 (Amherst), 46·87 (Pyapôn), 53·01 (Tharrawaddy) and 55·62 (Myaungmya). There was a marked decline in repayments to Banks from the Insein, Bassein and Pakôkku Districts. There was a total loss of Rs. 97,756 as against a total profit of Rs. 1,48,143 in the previous year.

The average expenditure on management, per member, has risen from Rs. 3·7 in 1920-21 to Rs. 5·2 in 1927-28 and there can be no doubt that the excessive cost of management have contributed largely to the ruin of many societies in Upper Burma. In the Kyauksè District the management expenses worked out at an average cost of Rs. 10 per member while in some societies the average ranged from Rs. 15 to Rs. 20 per member ; on the other hand, in the Henzada District the average cost of management per member has dropped from Rs. 3 in 1925-26 to Rs. 2·5 in the year under report.

Other Societies.

96. At the end of 1926-27 there were 119 Urban Societies including 2 wound up but not yet disregistered. At the end of the year under report there were 121 non-disregistered societies, of which 17 had been wound up but not yet disregistered. There were thus 104 live societies at the end of the year as against 117 at the end of the previous year. Share capital increased by Rs. 1·05 lakhs and reserve funds from Rs. 3½ lakhs to Rs. 4¼ lakhs. Net profits fell from Rs. ·95 lakh to Rs. ·47 lakh owing to heavy losses of certain large Town Banks now in liquidation.

Ten new Salary Earners' Societies, 9 of which were Police, were formed and one old society was disregistered during the year giving an increase from 59 to 68 societies. Membership increased from 12,252 to 13,228, capital from Rs 17½ lakhs to Rs. 20¾ lakhs and Reserve Funds from Rs. ·93 lakh to Rs. 1·14 lakhs. An improvement in the furnishing of annual returns accounts partly for these increases, but 15 of these societies, including the most important one, failed to furnish returns. The steady progress of the Police societies, mainly attributable to the active interest of the officiating Inspector-General of Police (Major C. de M. Wellborne, O.B.E., I.A.), deserves special mention. A number of these societies, especially in Rangoon, tend to become mere lending societies or to declare unduly high dividends, and measures were taken to check this. Cattle Insurance Societies decreased from 390 to 389, but at least 300 will be wound up so soon as officers can spare time for the work. The number of co-operative stores remained at 7 and there was difficulty in giving them the incessant and detailed supervision which they need. Of 3 Bazaar Societies one ceased to work and there was a total loss of Rs. 5,000 according to their annual returns. Class IV (Production and Sale) Societies increased by 2 to 18. Of these 16, are industrial societies under the control of the Superintendent of Cottage Industries.

Horticulture.

Agri-Horticultural Societies.

97. By the end of the year 1927 the number of members of the Agri-Horticultural Society of Burma had increased by 2 to 222. The vegetable and flower seeds imported from England proved satisfactory, and acclimatized seed of annuals raised in the gardens, and sold in cheap packets, were also a success. No flower show was held during the year 1927, but the annual show for the products of school gardens was held in February 1927. Shortly after the end of the year (in January 1928) the Society was informed that the Local Government had sanctioned a grant to it of Rs. 15,000 annually, with effect from the financial year 1928-29 for a period of five years which period will be extended if the

results achieved have been satisfactory: this grant places the Society in a very much better position than formerly and work is now being started which it had not been hitherto possible to undertake owing to lack of funds.

Forests.

Forest Reserves, Forest Settlement, Demarcation, Survey and Working Plans.

98. The total area of reserved forests at the end of the year was 29,061 square miles as against 28,647 at the end of the preceding year, and the area of unclassed forests was estimated at 93,805 square miles as against 94,552 at the end of the preceding year. Four hundred and fifty-three square miles of new reserves were settled during the year as against 333 in the previous year leaving a balance, after abandonment of 14 square miles and exclusion of 288 square miles by revision of boundaries, of 678 square miles to be settled and new proposals covering 1,115 square miles were added during the year. Demarcation of 354 miles of exterior boundaries was carried out at a cost of Rs. 7,870 and 3,197 miles of pre-existing boundaries were repaired at a cost of Rs. 33,213. At the close of the year 241 miles of new boundary remained to be demarcated. The Survey of India completed the resurvey (at no cost to the Forest Department) of 953 square miles of reserved forest, falling within the area covered by the Air Survey of 1923-24, on the three-inch scale; and also, in conjunction with a special Forest Survey Party, of 348 square miles of new surveys on the four-inch scale. During the year six Working Plan parties examined 1,046 square miles enumerating about 25 per cent. of 853 square miles and 10 per cent. of 193 square miles. During the year new plans for 1,206 square miles and revised plans for 471 square miles were sanctioned, a creditable performance due to efficient organization.

Protection of Forests.

99. Ten thousand six-hundred and sixty-seven forest offences were reported as against an average of 9,190 for the previous three years. As usual the great majority were unauthorized fellings or removals. The average number of reported offences of the five years ending 1927-28 is 79 per cent. higher than that of the quinquennium ending 1921-22 which indicates a serious state of affairs. One thousand nine-hundred and ninety-three cases involving 2,897 persons were taken to court, the percentage of convictions being 91·8 as against 89·3 in the previous year. Fire protection was again restricted to areas where its application could be justified on silvicultural grounds, the total area under protection being 89,082 acres, of which 91 per cent. was successfully protected. Of the reserved forests 21,873 square miles (as against 21,346 in the previous year) were closed entirely to grazing; while 4,572 (4,321 last year) square miles for part of the year and 2,388 (2,756 last year) square miles for the whole year were open to all animals except browsers.

Improvement of Forests.

100. The total expenditure on roads and buildings amounted to Rs. 7·94 lakhs as against Rs. 6·81 lakhs in the previous year; and a further sum of Rs. 41 lakhs was spent by lessees on roads. New cartroads totalling 119 miles cost Rs 2·45 lakhs, new bridle paths totalling 134 miles cost Rs. ·55 lakhs and new buildings cost Rs. 1·86 lakhs.

The total book area at the end of this year was 125,937 acres as against 126,790 acres at the end of the previous year. New plantations covered 2,637 acres as against 4,406 in the preceding year: this decrease is with a view to bettering system and eliminating wasteful and ineffectual work. Climber cutting was carried out over 128,500 acres as against 81,000 in the previous year and felling of *ficus* bound trees over 142,300 acres as against 83,000 acres last year. The total expenditure for the years on regeneration was Rs. 1·45 lakhs as against Rs. 1·47 lakhs in the previous year.

Exploitation of Timbers.

101. The total outturn of teak by lessees was 341,963 tons as against 354,855 last year. Extraction by licensees and departmental extraction by Government totalled 49,891 tons and 50,344 tons respectively as against 34,707 and 64,399 tons respectively last year. The total extraction of reserved woods other than teak was 192,477 tons as against 175,194 tons last year, and the total of unreserved timber and fuel extracted was 1,484,046 tons as against 1,448,235 tons last year. Departmental extraction proper was confined to the extraction of teak from the area of the Myitmaka Extraction Division and the decreased extraction of teak by Government agency was balanced by the increased extraction by licensees. The output of fuel was very slightly increased. As usual the bulk of the teak exports (237,798 tons as against 235,335 tons last year) and of the principal other exported timbers (37,504 tons as against 37,842 tons last year) was sent to Indian ports.

Mines and Quarries.

The Indian Mines Act.

102. Mining operations were carried on in the Tavoy, Mergui, Amherst, Thatôn, Toungoo, Henzada, Bassein, Mandalay, and Katha Districts, Pakôkku Hill Tracts, and in the Northern and Southern Shan States. The mines in the Tavoy and Mergui Districts are generally tin mines and the mines in other districts with the exception of Northern and Southern Shan States, which contain the Burma Corporation's lead, silver and iron mines, may more properly be described as quarries. Most of the tin mines were worked on tribute-system. Underground mining was not carried on on any considerable scale except in the Burma Corporation's mines. Labourers in general were recruited locally except in the Mergui District where the bulk of the labour was recruited from the Strait Settlements and from India. In the Tavoy District Burmese and Indian labour predominated. In the Public Works Department quarries in the Thatôn District, a large number of ticket-of-leave prisoners were employed. Jail labour was also used in two quarries in the Toungoo District. On the whole the supply of labour was adequate except in the Southern Shan States. Women and children were employed only in a few districts on light work. The average number of hours of work varied from 6 to 9 hours. Wages earned by skilled and unskilled labourers varied little from district to district. The average wages of an unskilled labourer were Re. 1 a day. Skilled labourers received up to Rs. 3 a day. The relations between labourers and employers were good and there were no strikes in any mine. The general health of labourers in the mines was good. There was an epidemic of enteritis

in one quarry in the Thatôn District due to indiscretion in diet and to bad water. An outbreak of influenza lasting for a month occurred in two mines in the Northern Shan States, but no fatal cases were reported. There was a plague scare in the Southern Shan States, but there were not many cases. Malaria was prevalent in the Tavoy and Mergui districts. Sanitary arrangements and housing accommodation for labourers were good except in one quarry in the Thatôn District and the mines in the Tavoy District which with one exception were reported to be overcrowded. The standard of sanitation reached in the Namtu-Bawdwin area was particularly high. There were 176 accidents, of which 37 cases proved fatal, 138 serious and 1 slight. Bawdwin, the only real mine of importance, accounted for 28 fatal accidents and 126 serious accidents. Many of these accidents occurred on the railway or trolly lines and the injuries resulting were injuries to hands and feet which, though serious, were not dangerous. On the whole, the number of accidents did not seem excessive for a mine considering that the labour force varied from 20,000 in the dry season to 14,000 in the rains. Only one prosecution was instituted under section 40 (1) of the Indian Mines Act, for violation of Regulation 82 of the Indian Metalliferous Regulations in the Tavoy District.

New Concessions.

103. At the end of 1927 the number of concessions held was 456, of which 208 were held under mining leases and 248 under prospecting licenses. Two hundred and sixty-two concessions were granted during the year, of which 160 were new concessions to prospect for minerals, 88 were renewals of previously granted prospecting licenses and 14 were mining leases. Forty-nine of the concessions granted related to tin, wolfram and allied minerals, 127 to all minerals except natural petroleum, 52 to natural petroleum, 24 to tin alone, 3 to iron-ore, 4 to coal, 3 to oil-shale. Two mining leases for natural petroleum were cancelled for non-payment of dead-rent and one for non-development of the concessions. Five leases for natural petroleum were surrendered during the year and one lease expired. Amendments were made in the Mineral Concessions Directions requiring that the Superintendent, Burma Party, Geological Survey of India, to be consulted in certain cases before renewals of prospecting licenses for natural petroleum or natural gas are issued and providing for applications for prospecting licenses for areas over which a license was held for the maximum period permissible under the Mining Rules.

Petroleum.

104. The output of petroleum declined from 250 to 246 million gallons and its value from Rs. 9·21 crores to Rs. 5·22 crores. The decrease in production in the Yenangyaung field in the Magwe District continued owing to gradual exhaustion. There was great drilling activity in the Singu field and a number of new wells were put to production. The Indaw field in the Upper Chindwin District recovered from the severe check caused by the abnormal floods of 1926. There was increased activity in the Yenangyat field in the Pakôkku District.

Lead and Silver.

105. The output of lead ore and silver amounted to 454,733 tons, an increase of over 90,000 tons on the previous years' output. The production of the Bawdwin Mines of the Burma Corporation, Limited, during the year exceeded the

production of the previous year by 91,853 tons. The Corporation's smelting and refinery operations resulted in a production of 65,464 tons of refined lead, 503 of antimonial lead, 58,286 tons of zinc concentrate, 11,872 tons of copper matte and 6,004,437 troy ounces of refined silver.

Rubies, Sapphires and Spinels.

106. The production of rubies fell from 65,226 carats in 1926 to 35,230 carats in 1927, of sapphires from 31,221 carats to 2,890 carats, and of spinels from 9,124 to 1,470 carats. These figures refer only to the rubies, sapphires and spinels which were output from the mines of the Burma Ruby Mines, Limited. The decrease in the output is apparently due to the exhaustion of the Company's areas. The Company has gone into voluntary liquidation, but it is still carrying on work on a reduced scale.

Other Minerals.

107. The production of tin concentrates rose from 2,772 tons valued at Rs. 48·41 lakhs in 1926 to 3,220·48 tons valued at Rs. 54·99 lakhs in 1927. The increase is particularly in the Mergui District and is mainly due to the output of dredging operations. The output of wolfram fell from 754 tons in 1926 to 166 tons in 1927. The price of wolfram remained very low throughout the year and tungsten was rarely mined except where tin could be obtained and for the sake of the tin. The output of iron ore was 56,204 tons in 1927. All this ore was produced by the Burma Corporation, Limited, and was used as a flux in the Corporation's smelter at Namtu. During 1927 the quantity of amber imported from the unadministered territory was almost double that of the preceding year and amounted to 70 cwts., but the quality was somewhat inferior. The quantity of jadite quarried amounted to 2,227 cwt. but was of inferior quality. About 60 ounces of gold were obtained by washing from the Katha and Upper Chindwin Districts.

Quarry Stones and Clay.

108. Building material and Road metal in 1927 was 1,872,073 tons, an increase of 800,000 tons over the output of 1926 due to greater demand in certain districts by the Public Works Department, Municipalities, District Councils and the Burma Railways. Output is mainly governed by the demands of the Public. There was a small decrease in the output of clay for pottery due principally to the decrease of pot makers in the Bassein District, importation of pots from other districts in the Sandoway District and to less demand by villagers in the Myaungmya District. The collection of soap sand was slightly higher than the previous year. The decrease in the value is due to a fall in the market rate especially in Meiktila and Mahlaing Townships.

Manufactures.

Principal Industries.

109. The industrial element forms only a small part of the population; the great majority of the people are engaged in agriculture. The most important industries in 1927, as in previous years, were rice-milling, petroleum winning and refining, the extraction and conversion of timber, mining and transport. There was a decrease of about 700 to 40,300 in the

number of persons employed in rice-mills, but the number of persons employed in saw-mills increased by about 450 to 15,360. The total number of persons employed by different industries increased by about 600 to 101,350. A special enquiry made during the year into conditions in small mills, largely rice and saw-mills, employing under 20 persons and so escaping all legislative control, revealed that there are nearly 300 of such concerns and that there is a definite tendency to build such small rice-mills partly to escape legislative control and partly owing to the cheapness and efficiency of the smaller German milling plant now on the market. In one instance a mill-owner erected two such mills in one compound and was much disappointed to find that they could be grouped together and classed as a factory under the Indian Factories Act. As the machinery in most of these mills is unfenced and provides grave risk of accident, action is being taken with a view to bringing such establishments under proper control.

Factories.

110. About 30 more factories were registered during the year thus continuing the steady annual increase by about that number for the last five years. There were 940 working factories during the year as against 923 last year. The majority of the new factories were small rice and saw-mills. Registered rice-mills rose in number from 567 to 572 and saw-mills from 165 to 174. The total number of persons employed in all industries increased by about 600 to 101,350, of these 10,500 were women (an increase of 1,000) and 1,090 children (a decrease of 250). Accidents increased from 1,385 to 1,452, 28 being fatal (the same number as in the previous year) and 275 being classed as serious and 1,149 minor. Forty-four prosecutions were instituted and 37 convictions obtained as against 33 and 23, respectively, in the preceding year. The situation in regard to the housing of industrial labour remained very much the same, the question of improvement being difficult. The general health of industrial workers appeared as usual to have followed closely that of the general public and no abnormal occurrence and no new industrial disease was observed. The full-time staff of the department inspected 807 factories as against 805 last year, and 123 factories were not inspected during the year as against 118 last year.

Trade.

Maritime Trade: Total Value and Revenue.

111. The aggregate value of sea-borne trade of the province with foreign countries, with Indian ports and between provincial ports, including Treasure and Government Stores, in 1927-28 was Rs. 123·93 crores, an increase of over Rs. 10 crores over the value of the preceding year. The value of the trade with foreign ports rose from Rs. 63·51 crores to Rs. 68·22 crores and that with Indian ports from Rs. 44·00 crores to Rs. 51·18 crores. The value of the trade between Provincial ports decreased from Rs. 6·09 crores to Rs. 4·52 crores. These figures show a recovery to the figures of 1925-26, since that year there has been a distinct downward trend in prices so that the actual recovery is greater than that disclosed by mere figures of value. The balance of trade with foreign countries shows a sum of Rs. 15 crores in favour of Burma and this compares with Rs. 16 crores in the previous year, the decline being due to an increase in the import trade. The United Kingdom's share

of the import trade rose from 44·89 per cent. of the whole to 46·63 per cent. and of the export trade for 14·96 per cent. to 16·84 per cent. Europe (other than the United Kingdom) increased her share of the export trade from 14·72 per cent. to 16·69 per cent. while Asia's share dropped from 27·15 per cent. to 22·12 per cent. Rangoon absorbed 85·72 per cent. of the total trade in private merchandise. The net customs duty inclusive of duty on imported salt amounted to Rs. 5·51 crores, an increase of ·21 crores over the figure for 1926-27.

Import Trade.

112. The total value of foreign import into Burma rose from Rs. 23·18 crores to Rs. 25·81 crores. Cotton manufactures, which were one-fifth of the total foreign imports dropped in value by Rs. ·49 lakh to Rs. 5·60 crores. Although foreign imports of twist and yarn declined the total of foreign and coasting figures were almost identical with the previous year's figures suggesting that the specific duty imposed in September 1927 on the lower courts of foreign yarn has not been without effect. The troubles experienced by the Lancashire industry probably account for the decline in imports of cotton piece-goods from the United Kingdom. Japan increased her share of the trade in grey piece-goods, though the total figure under this head declined. Japan also advanced in whites to the extent of over a million yards, but the bulk of this trade still remained in the hands of the United Kingdom. Imports of coloured goods were larger, due to increased shipments from Japan, Italy and the United States of America. Trade in mixed cotton and artificial silk goods expanded largely from 3·3 to 7·3 million yards. Hosiery advanced in quantity but declined in value owing to larger imports from Japan. Trade in silk piece-goods, both pure and mixed, maintained the increase registered during the previous year, while raw silk arrived in somewhat smaller quantities. None came from Hongkong, but China's share increased owing to the popularity of the Shanghai quality. The value of metals and ores rose from Rs. 205 lakhs in 1926-27 to Rs. 279 lakhs in 1927-28. The share of the United Kingdom which had been curtailed in the previous year owing to the general strike showed a marked expansion the total value amounted to Rs. 185·52 lakhs against Rs. 100·28 lakhs. The increase in rails was most marked; the previous year's figure of 1,065 tons valued at Rs. 1·5 lakhs jumped up to 17,759 tons valued at Rs. 21·28 lakhs. The value of hardware rose to Rs. 80·72 lakhs against Rs. 75·53 lakhs in 1926-27. Of this increase, the United Kingdom took the lion's share accounting for Rs. 3·60 lakhs. Imports of enamelled ware from the United Kingdom declined considerably, preference being shown for the cheaper Japanese and German article. The value of the imported machinery and millwork rose from Rs. 185 lakhs to Rs. 260 lakhs during the year under report of the total increase, the United Kingdom absorbed Rs. 53 lakhs. Imports of railway plant and rolling-stock increased from Rs. 30·19 lakhs to Rs. 35·10 lakhs, of this amount Rs. 28·27 lakhs came from the United Kingdom and Rs. 4·21 lakhs from Germany. Locomotive engines advanced from Rs. 1·19 lakhs to Rs. 16·27 lakhs. Supplies of sugar from Java showed a very large increase from 36,283 tons to 41,400 tons. Imports of coal increased very largely from Rs. 94·65 lakhs to Rs. 142·19 lakhs. This increase is due to the fact that the Railways, Tramway Company and mills now consume coal in larger quantities in lieu of paddy husk and timber. Import of fuel-oil increased from 20,731,324 gallons valued at

Rs. 29 lakhs to 23,839,434 gallons valued at Rs. 34 lakhs. The bulk of this came from Persia, shipments from Borneo and the United States of America amounting to 1,342,766 gallons and 1,046,371 gallons respectively. Kerosene oil from America increased from 571,706 gallons to 1,030,609 gallons, a figure still shows a considerable drop from 1925-26 figure of 1,508,304 gallons. Imports of lubricating oil rose from 358,482 gallons to 443,480 gallons; of this quantity, 380,954 gallons came from the United States of America. The total figures of all mineral oils imported are 25,980,511 gallons valued at Rs. 59,90,640 as against 21,720,214 valued at Rs. 42,19,905 in the previous year. Imports of motor vehicles declined from 1,660 to 1,452; but the import of motor-cycles increased from 184 to 203, of which 191 came from the United Kingdom. Arrivals of motor omnibuses, etc., from Canada, totalled 769 against 704, the United States of America 410 against 105, but the United Kingdom sent 66 only against 67. Imports of "Matches" declined from 1,377,209 gross of boxes valued at Rs. 14·66 lakhs to 1,077,119 gross valued at Rs. 11·87 lakhs. Imports of Swedish matches remained practically stationary, but Japanese matches dropped to the extent of 291,964 gross. Imports of "Gunny bags" from Bengal again declined from 46,293,058 valued at Rs. 261·47 lakhs to 43,573,806 valued at Rs. 229·78 lakhs.

Export Trade. 113. The total value of Rangoon exports, both to foreign and to Indian ports, rose from Rs. 52·23 crores to Rs. 59·50 crores. The total shipment of rice and paddy to foreign ports was 1,888,539 tons valued at Rs. 27·76 crores against 1,786,989 tons valued at Rs. 27·44 crores. The shipment of rice and paddy toIndian ports (including Burma ports) was 1,088,128 tons valued at Rs. 15·32 crores against 717,037 tons valued at Rs. 10·73 crores. Export statistics for the official year April to March are apt to be somewhat misleading as this period cuts right across the natural seasonal year, which corresponds roughly with the ordinary calendar years. The result of this combination of two seasons in the statistics of an official year tends to obscure the real situation and to diminish apparently the real effect of a good or bad season. A proper comparison between the two seasons can best be obtained by taking the amounts shipped in the calendar years. The figure for the year 1926 stands at 2,903,695 tons, that for 1927 at 3,223,284 tons, while the figures for the first three months of 1928 discloses a shipment of 878,504 tons only against 1,137,765 tons during the same period of 1927. Thus although the year 1927 proved a satisfactory one so far as the quantity exported is concerned, compared with 1926, the new season of 1928 started exceedingly badly. An interesting feature of the 1927 season was the increased exports of boiled rice, shipments amounting to nearly 700,000 tons mainly to India and Ceylon. The total foreign exports of rice bran from Burma increased from 223,322 tons valued at Rs. 95·37 lakhs to 237,103 tons valued at Rs. 111·21 lakhs. Export of kerosene oil decreased to the extent of nearly 11 million gallons, while petrol increased by 10 millions, as a result the total figure of value exceeds that of last by nearly Rs. one crore. European countries took large supplies of paraffin-wax and hence there was marked increase in the exports of this commodity. The export of candles improved considerably, but the figure did not come up to that of 1925-26. Foreign exports of wood and timber show a decrease of

rather more than 2,000 tons but are still maintained on a satisfactory level. The value of hides and skins exported rose from Rs. 19·66 lakhs to Rs. 34·22 lakhs. This shows a welcome revival of trade in these articles. A satisfactory recovery is also recorded in foreign exports of beans which totalled 41,778 tons valued at Rs. 38·34 lakhs as against 29,171 tons valued at Rs 26·87 lakhs. There was an increase of 290 tons in the exports of rubber though the value fell by 3 lakhs of rupees. Shipments of lac to foreign countries totalled 4,032 cwts. valued at Rs. 3·79 lakhs as against 2,794 cwts. valued at Rs. 1·57 lakhs in 1926-27. The bulk was shipped to the Unites States of America. Foreign exports under metals and ores totalled 158,737 tons valued at Rs. 450·53 lakhs against 110,817 tons valued at Rs. 366·90 lakhs, an increase which shows that Burma is developing her mineral resources in a satisfactory manner. Shipments of pig lead rose from 42,310 tons to 62,524 tons, but the prices were not so favourable as in the previous year. Wolfram, mainly shipped to the United Kingdom, increased from 1,567 tons valued at Rs. 24·34 lakhs to 2,959 tons valued at Rs. 41·60 lakhs. Exports of copper, all taken by Germany, rose from 218,146 cwts. valued at Rs. 49·08 lakhs to 249,700 cwts. valued at Rs. 52·82 lakhs. Belgium took the bulk of zinc shipped, last year's figure of 897,508 cwts. valued at Rs. 44·88 lakhs rising to 1,440,369 cwts. valued at Rs. 72·02 lakhs. Exports of tin ore increased from 1,796 tons valued at Rs. 43·39 lakhs to 2,361 tons valued at Rs. 58·30 lakhs. Exports of jadestone after showing a large increase in 1926-27 from 972 cwts. to 2,119 cwts. dropped slightlyto 1,961 cwts. in 1927-28.

Inter-Provincial Seaborne Trade. 114. The Maritime inter-provincial trade of the province was mainly shared by the ports of Rangoon, Moulmein, Akyab and Bassein, the share of the remaining ports being negligible. Its total value fell from Rs 6·09 crores to Rs. 4·52 crores.

Transfrontier Trade with China, Siam, and Dependencies. 115-116. For the reasons given in the Report for 1925-26, information on this subject is no longer available.

Public Works.

Administrative and General. 117. In the Buildings and Roads Branch of the Public Works Department a number of administrative changes were made during the year.

1. From 1st May 1927, the Chief Engineer ceased to be Secretary to Government for the Public Works Department, and the duties of Secretary were taken over by the Secretary, Forests. The object of this change was, in order to relieve the Chief Engineer from Secretariat duties in order that he might devote more time to technical matters and inspection of works. In actual practice it has been found that although additional work has been thrown on the Secretary, Forest Department, the Chief Engineer has found himself obliged to do as much noting on cases under the new system as was entailed by the old system.

2. The Pyinmana Division was constructed in April 1927.

3. A temporary "Construction Subdivision" in the Akyab Division was constituted in April 1927.

4. A temporary "Medical College Subdivision" in the Rangoon Courts Division was constituted in April 1927.

5. A temporary "Road Construction Subdivision" in the Magwe Division was constituted in May 1927.

6. The Headquarters of the Thatôn Division was transferred from Moulmein to Thatôn in May 1927.

7. The Headquarters of the Mingaladon Electrical Subdivision was transferred from Mingaladon to Rangoon in May 1927.

8. The Magwe "Roads Project Division" was designated the "Taungdwingyi" Division with headquarters at Taungdwingyi and with the following Subdivisions in June 1927 :—

(1) The "Satthwa Subdivision," with headquarters at Satthwa, in place of No. 1 Survey Subdivision.

(2) The "Taungdwingyi Subdivision," with headquarters at Taungdwingyi, in place of No. 2 Survey Subdivision.

9. The headquarters of the "Road Construction Subdivision" of the Magwe Division was transferred from Gwegyo to Yenangyaung in June 1927.

10. A temporary "Yegyi Subdivision" in the Bassein Division was constituted in July 1927.

11. (*a*) A post of "Deputy Chief Engineer" (temporary rank) was created from the 1st February 1928.

(*b*) An Assistant Architect was recruited on 26th July 1927 for the Architectural Branch.

(*c*) The Secretary of State sanctioned a permanent non-pensionable post of "Assistant Superintendent of Stores" for the Public Works Department Stores Depôt, Rangoon.

12. The Syriam and Twante Subdivisions of the Delta Division were amalgamated into one Subdivision and designated the "Hanthawaddy Subdivision" in September 1927.

13. The Katha Division was constituted in September 1927.

14. A temporary "Construction Subdivision No. II" in the Rangoon Division was constituted in September 1927.

15. The Mingaladon Cantonment Division was converted into the "Mingaladon Contonment Subdivision" under the Rangoon Courts Division in November 1927.

16. A temporary "Sandoway-Prome Road Survey Subdivision" in the Sandoway Division was constituted in December 1927.

17. The temporary "Hukawng" Subdivision in the Myitkyina Division was constituted in December 1927.

18. The temporary "Allanmyo" Subdivision in the Taungdwingyi Division was constituted in December 1927.

19. The Brickfields Division was converted into the "Brickfields Subdivision" under the control of the Superintendent of Stores in February 1928.

20. The "Wuntho" Subdivision of the Katha Division was constituted in February 1928.

21. The Mingaladon Cantonment Subdivision was abolished in February 1928.

22. Two temporary Subdivisions designated "No. I" and "No. II" Subdivisions in the Rangoon University Division were constituted in March 1928.

(i) *Roads and Buildings.*

Communications.

118. The Roads Committee of the Communications Board held five meetings during the year, considered 48 projects and approved the expenditure approximately of Rs. 86 lakhs on original works. The length of metalled roads in the province, outside municipal and notified areas, was 1,521·80 miles and that of unmetalled roads 7,775·76 miles. Local authorities maintained 272·30 miles of metalled roads and 2,678·70 miles of unmetalled roads. The total expenditure on communications was 121·20 lakhs, of which Rs. 82·14 lakhs were spent on original works and Rs. 39·06 lakhs on repairs. The original works consisted of improving existing roads by metalling their surfaces after widening and raising their embankments where this was necessary, replacing decayed timber bridges by permanent ones and constructing new roads and permanent bridges, in accordance with the Five Year Trunk Road Construction Programme with a view to having through road communication from Rangoon to Mandalay *viâ* Toungoo and *viâ* Prome, also from Rangoon to Martaban. The construction of feeder roads to and from Sagaing to Shwebo. The construction of feeder roads to railway stations on the Bauktaw-Mingaladon and Alon-Ye-U Railway lines were completed and those to stations on the Pegu-Kayan and Moulmein-Ye Railway lines were nearing completion at the close of the year. Good progress was made on the frontier roads Mansi to Shan States Border, Kamaing to Shadazup and N'Sop to Sumprabum.

Buildings : Central and Provincial.

119. The expenditure on Civil Buildings was Rs. 114·9 lakhs compared with Rs. 123·21 lakhs in 1926-27 and 107·54 lakhs in 1925-26. Rs. 100·44 lakhs were spent on original works and Rs. 14·46 lakhs on repairs. These figures include Central expenditure, Provincial expenditure and the value of work done for Local Authorities and treated as Deposit Works. The principal projects undertaken were :—a new Court House at Tavoy, new Police Station, Latter Street, Rangoon, Military Police buildings at Thamanthi, office and quarters for the Deputy Director of Agriculture at Magwe, a dispensary at Tamu, Improvements to the Subsidiary Jail at Mawlaik, Seed Farm buildings at Thatôn and Anglo-Vernacular Schools at Akyab and Moulmein. The construction of the Rangoon Courts, University buildings and Medical College was continued during the year.

The following works were completed during the year :—District and Sessions Judge's quarters at Myingyan, Deputy Director of Agriculture's quarters at Akyab, Combined Court House and office at Moulmein, Seed Farm buildings at Pegu, buildings for the accommodation of the Criminal Investigation Department at Insein, Deputy Superintendent of Police's quarters at Syriam, Assistant Conservator of Forests' quarters at Prome, Civil Hospital at Bhamo, Public Works Department Subdivisional Officer's quarters at Mônywa, Experimental Agricultural Farm buildings at Myaungmya, Civil Surgeon's quarters at Prome.

Miscellaneous.

120. The expenditure under the head "Miscellaneous" which includes Water-Supply and Sewage Schemes was Rs. 3·03 lakhs compared with Rs. 3·13 lakhs in 1926-27 and 11·52 lakhs in 1925-26. Rs. 0·45 lakhs were spent on original works and Rs. 2·45 lakhs spent on repairs. A number of

projects for either supplying water or improving existing water-supply schemes for buildings especially jails, etc., were sanctioned during the year. Tube wells were sunk at Rangoon and Insein and the Jails at Moulmein and Shwebo equipped with pumping plant. Estimates were prepared for improving the water-supply at Bassein and Tharrawaddy Jails and have not yet been sanctioned. Projects for the water-supply in Pyawbwe, Myingyan, Yenangyaung, Magwe, Minhla, Mônywa, Nyaunglebin and Taungdwingyi were sanctioned and works are in progress. Work on the main sewerage, subsidiary sewers, sewage outfall works and sanitary installation for the Rangoon University buildings were commenced and many of the works are nearing completion. The surveys of drainage schemes for Prome, Letpadan and Maymyo were taken up; and estimates were prepared for drainage schemes at Kawkareik, Hlègu, Myaungmya, Ma-ubin and Zigôn.

(ii) *Railways and Tramways.*

Railways: Construction and Surveys.

121. The Railways of the Province continued to be worked by the Burma Railways Co., Ltd. The total mileage of the system was increased to 1908·46 miles by the opening to traffic of a length of 25·00 miles on the Taungdwingyi-Kyaukpadaung Railway and ·89 mile on the Pegu-Moulmein Railway. 190·19 miles of line were under construction including 47·10 miles of the Taungdwingyi-Kyaukpadaung Railway, 11·25 miles of the Heho-Shwenyaung Railway, 10·54 miles of the Kayan-Thôngwa Railway, 69 miles of the Myingyan-Natogyi-Paleik Railway, 11·3 miles of the Nyaunglebin-Madauk Railway and 41 miles of the Minbu-Pakôkku District Railways. The construction of the combined Railway and Road Bridge over the Irrawaddy at Sagaing was taken in hand during the year. Imperial surveys were carried out by the agency of the Burma Railways which included the Burma-Siam, Lashio-Muse, Eindayaza-Tavoy Realignment and Prome-Allanmyo routes.

Accidents and Interruptions.

122. An explosion due to an unexplained cause occurred at Kyauktalon Quarry on the Moulmein-Ye Railway resulting in 6 workmen being killed and 19 being injured. At another quarry at Taungzun two coolies died as the result of a fall. A fire, said to be incendiary, occurred in the carriage and waggon shops at Myitnge, resulting in the destruction of six vehicles.

On the railway line 15 accidents occurred resulting in the death of 50 persons and injuries to 71 persons. Five of these 15 accidents were fatal, while in all 36 persons were injured. The most serious accident occurred to the down mail train between Yindaikkon and Kyauktaga stations on the Rangoon-Mandalay line at 3 a.m. on 28th January 1928. Forty persons including the engine crew were killed and 20 were injured. The train was derailed on an 80 foot bridge—the engine tender and three 3rd class coaches being capsized into the stream. The catastrophe was due to the malicious removal of a rail from the track. Four persons were sent up for trial. Three were acquitted, and the fourth who was convicted and sentenced to death before the Sessions Judge, Pegu, was acquitted on appeal to the High Court. The second fatal accident was caused by a piece of plank loaded on a wagon of a ballast train hitting a rail-post and knocking down 5 female coolies on the train, killing 2 and injuring 3. Two fatal accidents were caused by

collisions with motor lorries at level crossings resulting in the deaths of seven passengers and injuries to ten. In the fifth fatal accident a local mixed train ran into a cow with the result that a fireman was killed and the driver and two others were injured.

The 10 non-fatal accidents resulted in injuries to 35 persons. There were 25 other accidents which did not result in injuries to human beings.

During the rains of 1927 there was not much interruption of railway traffic through floods, etc. Stoppages aggregating about 47 days between 7th September and 23rd October occurred on the Mu Valley line. There were only two important stoppages on other lines, one for five days due to the submersion and breach of the line at several points between Alôn and Kanzwe stations and the other for a similar period, due to breach of the embankment and line at various places in the neighbourhood of Minzu. During some of these interruptions passengers travelled between Thazi and Mandalay *viâ* the Myingyan Ferry.

Traffic and Finance.

123. The number of passengers carried on the whole system during the year rose by over a million and a half to 37,125,507. The gross earnings of the system during the year amounted to Rs. 5·08 crores which shows an increase of Rs. 45·46 lakhs as compared with the earnings for 1926-27. The working expenses amounted to Rs. 2·90 crores (an increase of Rs. 6·82 lakhs) and the net earnings rose from Rs. 1·79 crores to Rs. 2·18 crores. The Company's share of surplus profit earned in 1926-27 but paid in 1927-28 was Rs. 35·63 lakhs as against Rs. 49·48 lakhs paid in the preceding year. The chief items of Engineering expenditure were strengthening girders on the main line; remodelling of Rangoon, Pegu, Pyinmana, Botatoung and Insein station yards; rebuilding and protection works on bridges Nos. 15 and 17 on the Tharrawaw Branch; doubling the line from Pyu to Kyungôn, remodelling of the Insein Workshops; relaying parts of Thazi-Myingyam, Pegu-Moulmein and Lashio branches; and provision for handling through traffic at Moulmein. The capital outlay during the year amounted to Rs. 1·91 crores which brought the total exependiture up to the end of the year from the commencement of operations to Rs. 31·35 lakhs. The chief items of capital expenditure were, in lakhs of rupees:

Main Line, including Bauktaw-Mingladon and Mandalay-Madaya Railways 87·31; Pegu-Moulmein, Henzada-Kyangin and Southern Shan States extensions 8·62; Pyinmana-Taungdwingyi, Alôn-Ye-U and Moulmein-Ye Railways 5·57; Pegu-Kayan and Kayan-Thôngwa Railways 12·81; Taungdwingyi-Kyaukpadaung Railway 20·59; Heho-Shwenyaung Railway 9·36; Myingyan-Natogyi-Paleik Railway 25·29; Nyaunglebin-Madauk Railway 3·85; Minbu-Pakôkku District Railway 7·29; Irrawaddy Bridge at Sagaing 10·22.

The chief items of expenditure on surveys incurred during the year were, in lakhs of rupees:

Lashio-Muse Survey (1·11); Burma-Siam Survey (·59) and Eindayaza-Tavoy Realignment Survey (·21).

Tramways.

124. No new section of the Rangoon tramways was opened to traffic during the year. The number of passengers carried decreased by 5,097,486 to 33,440,665. No reason was given for this decrease but it is presumably due to

competition of motor omnibuses. Receipts similarly decreased by Rs. 4·04 lakhs to Rs. 16·69 lakhs. The mileage run was computed at 2·64 million miles an increase of 1,449 miles. The Mandalay tramway system, 6½ miles in length carried 4·34 million passengers as against 4·62 millions last year, and the traffic receipts were Rs. 3·49 lakhs as against Rs. 3·73 lakhs last year. The mileage run was 561,000 miles.

(iii) *Canals.*

125. The Twante Canal was maintained in good order. Two laterite bars were constructed on the south bank of the Chord Cut and the banks were also protected from further erosion by laying laterite in crates and allowing it to settle down to the bed. In consequence of these measures the working expenses amounted to Rs. 2·08 lakhs against Rs. 0·68 lakhs in the previous year. The gross receipts fell from Rs. 5·53 lakhs to Rs. 4·96 lakhs, the drop being due to the opening of a large number of small rice mills all over the Delta and the consequent decrease in the number of paddy gigs passing through the canal. Another reason for the drop is that rice and paddy are being conveyed by steam launches and barges as the tolls on such craft are 40 per cent. cheaper than those levied on gigs and cargo boats. The net receipts of the year were Rs. 2·88 lakhs which should be added an abnormal credit of Rs. 3·24 lakhs being payment for work done in the preceding years for local bodies. The net results of the year were therefore Rs. 6·12 lakhs against Rs. 4·85 lakhs in the previous year.

Navigation Canals.

The gross receipts from the Pegu-Sittang Canal fell from Rs. 2·21 lakhs to Rs. 2·04 lakhs, the drop being due chiefly to the reduction in the number of logs passing through the canal. The cost of maintenance during the year amounted to Rs. 0·86 lakhs against Rs. 1·74 lakhs in the previous year. The dredger "Renfrew" completed the dredging of the canal to a bed level of R.L. 8, thus allowing the working level of the canal to be lowered by 2 feet with the object of improving the drainage and so benefit cultivation over a large area to the west of the canal. The total capital expenditure on the canal during the year was Rs. 5·53 lakhs.

Irrigation.

126. The Irrigation works for which Capital Accounts are kept were as follows :—

Capital Account Works.

Productive Works.

1. Shwetachaung Canal, Mandalay District.
2. Shwebo Canal, Shwebo District.
3. Zawgyi River System, Kyauksè District.
4. Panlaung River System, Kyauksè District.
5. Môn Canals, Minbu District.
6. Man Canals, Minbu District.
7. Mektila Lake, Meiktila District.

Unproductive Works.

8. Mandalay Canal, Mandalay District.
9. Ye-u Canal, Shwebo District.
10. Salin Canals, Minbu District.
11. Kyauksè Tank, Yamèthin District.
12. Nyaungyan-Minhla Tank, Meiktila District.
13. Panlaung River Improvement Scheme.

The Ye-u Canal was transferred to the unproductive class during the year as the revenue returns from it were unlikely to yield the prescribed percentage on the capital invested.

The capital expenditure on the Shwebo Canal amounted during the year to Rs. 0·82 lakhs and was spent on river training works at the headworks of the canal and on remodelling the canal system. A distributary is being constructed on the Hladaw Branch so as to extend irrigation into the Sagaing District; the work was sufficiently advanced to enable a certain amount of irrigation to be done during the year.

Work was continued on remodelling the Paleik Branch of the Zidaw Canal, Zawgyi River System and the capital expended during the year was Rs. 0·37 lakhs. The branch is being increased in size so as to take in a larger share of freshets which would otherwise be wasted down the river.

The capital spent on the remodelling of the Pyaungbya Branch of the Kinda Canal, Panlaung River System, was Rs. 0·56 lakhs during the year. The remodelling will substitute well graded embanked channels fitted with modern distributing devices for deeply dug channels from which water had to be forced, by stake and stone weirs, into winding distributaries irrigating through gaps cut in their banks.

Petty unfinished items of the project for remodelling the Man Canal and constructing the Kalahaung distributary accounted for a capital expenditure of Rs. 0·12 lakhs in the year.

Construction work was commenced on the North Môn Canal project and a capital expenditure of Rs. 0·69 lakhs incurred during the year. Earthwork was started on the Sinbyugyun distributary and ticket-of-leave convicts employed on it, but the experiment proved a failure. Other minor items, such as the construction of quarters for the executive staff, clearing jungle and surveys, were undertaken during the year.

Satisfactory progress was made on the remodelling scheme of the Salin Canals and a capital expenditure of Rs. 1·11 lakhs was incurred during the year on collecting materials, erecting quarters for the staff and purchase of plant.

A sum of Rs. 0·19 lakhs was spent during the year on constructing quarters for a Subdivisional Officer of the Mandalay Canal; the building was not completed at the end of the year.

Fair progress was made on the distributaries and watercourses that were left incomplete when the construction estimate of the Ye-u Canal was closed. The capital expenditure during the year was Rs. 0·74 lakhs including a share of the cost of river training works at the headworks, which serves both the Shwebo and Ye-u Canals.

Work on constructing the reservoir at Nyaunggyat to absorb the devastating floods which come down the Panlaung River from time to time was suspended during the year as the project was expected to cost more than Rs. 50 lakhs and so required the sanction of the Secretary of State. As a necessary preliminary to this sanction the site was visited

by a Sub-Committee of the Central Board of Irrigation in December 1927, who recommended the adoption of an entire masonry dam in place of the combined masonry and earthen dam provided in the sanctioned design. The capital expenditure during the year was Rs. 1·62 lakhs, which was incurred mainly in providing a railway connection to Nyaunggyat and maintaining the construction camp.

The supplies of water were poor in the Minbu, Meiktila and Yamèthin Districts. In the Shwebo District the supplies were poor in the early part of the season, but large falls of rain in September and October helped in irrigating the Shwebo and Ye-u Canal areas. In almost all districts the early rains were plentiful with a long break and then excessive late rains, which resulted in floods in the Kyauksè District.

The total area irrigated during the year by all works of the capital class was 703,336 acres against 715,551 acres. The gross receipts amounted to Rs. 32·94 lakhs and the working expenses to Rs. 19·89 lakhs leaving a net revenue balance of Rs. 13·06 lakhs.

Other Irrigation Works.

127. The area irrigated by works for which capital accounts are not kept totalled 64,205 acres against 76,873 acres in the previous year. The decrease is due to the long break in the rains in the Shwebo, Meiktila and Yamèthin Districts, where the irrigation systems are dependent on the rainfall for their supply of water.

The gross revenue from these works during the year amounted to Rs. 1·30 lakhs and the expenditure of all kinds upon them, including the cost of preliminary surveys and investigation of new irrigation schemes, was Rs. 2·05 lakhs.

CHAPTER V.

REVENUE AND FINANCE.

REFERENCES :—

- Report on the Maritime Trade of Burma for the official year 1927-28.
- Annual Statement of the Sea-borne Trade and Navigation of Burma with Foreign Countries and Indian Ports for the official year 1927-28.
- Annual Statement of the Sea-borne Trade and Navigation of British India with the British Empire and Foreign Countries, Volume II.
- Report on the Administration of Salt Revenue in Burma during the year 1927-28.
- Report on the Administration of the Excise Department in Burma during the year 1927-28.
- Report on the Land Revenue Administration of Burma during the year ended the 30th June 1928.
- Note on the Administration of the Stamp Revenue in Burma during the year ended the 31st March 1928.
- Report on Forest Administration in Burma for the year ending the 31st March 1928.
- Administration Report of the Public Works Department, Burma (Irrigation Branch), for the year 1927-28.
- Review of the Reports on the working of District Councils and of Deputy Commissioners' Local Funds in Burma for the year 1927-28.
- Report on the Municipal Administration of the City of Rangoon for the year 1927-28.
- Review of Municipal Administration in Burma (except Rangoon) during the year 1927-28.
- Administration Report of the Commissioners for the Port of Rangoon from the 1st April 1927 to the 31st March 1928.
- Eighth Annual Report on the working of the Rangoon Development Trust for the year 1927-28.
- Statistical Abstract for British India, Volumes II and IV.

Financial Relations between Central and Provincial Governments.

128. The only change in the year under report in the financial relations between the Central and Provincial Governments as described in paragraph 219 of the Report on the Administration of Burma for the year 1921-22 was that the contribution payable to the Central Government by the Government of Burma under the Meston Settlement, *viz.*,

Rs. 64 lakhs, which had already been permanently reduced to Rs. 50·23 lakhs, was entirely remitted. Of this remission Rs. 18,63,000 represented a temporary remission, the balance being permanent.

The principal Central heads of revenue are Customs, Taxes on Income, Salt and Opium, the remaining heads being Provincial.

(a) Central Revenue and Finance.

129. Receipts fell by Rs. 4·37 lakhs to Rs. 972·06 lakhs, as against a rise of Rs. 44·99 lakhs in the preceding year. This large decrease is due to the remission of the entire amount (Rs. 50·23 lakhs) of the contribution from the Provincial Government as explained in paragraph 128 above. The gross decrease amounted to Rs. 50·27 lakhs.

Total Central figures.

The gross increase of Rs. 45·90 lakhs occurred under the following heads—Customs Rs. 34·61 lakhs, Taxes on Income Rs. 6·95 lakhs, Salt Rs. 2·24 lakhs, Ports and Pilotage Rs. ·41 lakh, Miscellaneous Rs. 1·05 lakhs, miscellaneous adjustment between the Central and Provincial Governments Rs. ·58 lakh, petty increases under other heads Rs. ·07 lakh. Continuing the arrangement introduced in 1925-26, of which mention is made in paragraph 134 below, there were no receipts from or expenditure on opium. The increase of Rs. ·41 lakh, under the head Ports and Pilotage was mainly due to larger receipts under "Coast light dues" and "Sale of old Stores." The increase of Rs. 6·95 lakhs under the head of Taxes on Income was due to larger receipts under "Ordinary collections" partly counterbalanced by refunds to companies paying income-tax in the United Kingdom. The increase of Rs. 1·05 lakhs under the head "Miscellaneous" was due to the Triangle and Naga Hills Expeditions as well as to recoveries from the Rangoon Port Trust and Local Funds, etc., towards the cost of audit and accounts establishments. The increase of Rs. 2·24 lakhs under the head Salt was due to increased receipts of duty on salt imported by sea. The increase under the head Customs is discussed in the following paragraph.

130. The gross receipt of Customs duty rose from Rs. 689 lakhs in the previous year to Rs. 724 lakhs. The increase was mainly due to larger receipts under imports, the following articles being the chief contributors to the increase—sugar, tobacco, mineral oils, articles of food and drink, iron and steel and yarn and textile fabrics and under "Excise duty on motor spirits." There was a decrease under exports owing to smaller demands for rice from foreign countries and to the drop in the exportable surplus of rice and under "Excise duty on kerosene" owing to the activities of the foreign oil concerns which affected the companies working in the Province.

Customs.

131. The Lower Burma districts of Tavoy and Mergui and the Upper Burma district of Kyauksè were added at the beginning of the year to the areas under the direct administration of the Central Income-tax Department. There still remain under Provincial administration four districts in Lower Burma and nine districts in Upper Burma.

Taxes on Income.

The number of income-tax assessees during the year was 31,934 against 31,111 in the previous year and the total collections (including super-tax) amounted to Rs. 213·55 lakhs against Rs. 205·88 lakhs in the previous year—an increase of 3·73 per cent. The table in the margin shows the number of assessees and the net collections (Income-tax and Super-tax) for the four years, including the year of report. The advance in the revenue is attributable in the main to the activities of the whole-time organisation.

Province—whole.

In thousands of rupees.

Year.	No. of assessees.	Income-tax.	Super-tax.	Total.
1924-25 ...	25,093	1,20,13	57,29	1,77,42
1925-26 ...	27,865	1,25,68	59,20	1,84,88
1926-27 ...	31,111	1,40,66	65,22	2,05,88
1927-28 ...	31,934	1,47,03	66,52	2,13,55

The corresponding figures for Rangoon are given in the margin. The increase in Rangoon is due chiefly to larger profits earned by Oil and Mining Companies.

Rangoon.

In thousands of rupees.

Year.	No. of assessees.	Income-tax.	Super-tax.	Total.
1924-25 ...	12,365	91,14	54.88	1,46,02
1925-26 ...	14,182	94,00	57,21	1,51,21
1926-27 ...	15,743	99,03	62.39	1,61,42
1927-28 ...	16,936	1,05,01	62,01	1,67,02

The share of income-tax payable to the Local Government under Devolution Rule 15 amounts to Rs. 15·41 lakhs against Rs. 13·80 lakhs in the previous year.

132. A proposal to place the administration of salt revenue under the control of the Central Board of Revenue was accepted by the Local Government during the year but did not come into effect until the 15th May 1928. An unusually heavy local demand for salt and a decrease by 79 thousand maunds in the quantity available for issue, due to lower opening balances in the districts and a decrease in production in the Tenasserim Division, left very little surplus for export to Rangoon. Shipments of locally manufactured salt to Rangoon in bond consequently decreased by 152 thousand maunds. The total quantity of foreign salt imported into Burma rose from 2·18 to 2·76 million maunds. There was a marked increase from ·35 to ·90 million maunds of salt imported from Germany and after dropping out of the market the previous year ·40 million maunds of Massowah salt was imported from Italian East Africa. The average price of foreign salt at Rangoon, excluding German salt, increased by three-fifths of a pie to Rs. 2-4-8⅘ per maund inclusive of duty. That of German salt dropped by 1 anna 10 pies to Rs. 2-7-6. The dearest foreign salt was Liverpool at Rs. 2-12-10 and the cheapest Massowah at Rs. 2-1-9 per maund. The provincial average wholesale

Salt—General.

price of locally produced salt was Rs. 2-11-4 per maund. In all producing centres the continued rise in the cost of wood fuel continued to embarrass the industry. The provincial average annual consumption of salt per head of the population including the Eastern States, where duty-paid salt from Burma is exclusively consumed, increased by 1·23 to 18·58 lbs., the incidence of taxation per head of the population calculated on this amount being annas 4 pies 6·19.

Consumption of Salt.

133. The total quantity of salt consumed, including salt issued free of duty increased by ·21 to 3·01 million maunds. One thousand eight hundred and ninety maunds used for medicinal purposes, and 22,291 maunds for salting and curing hides, principally for export, was exempted from the payment of duty. The table in the margin shows the relative proportion and sources of salt consumed. The consumption of foreign salt including salt imported *via* India increased from 2·16 million maunds to 2·46 million maunds. That of Burma salt excluding salt issued for medicinal and industrial purposes decreased from ·62 million maunds to ·52 million maunds and the consumption of salt from Germany rose from ·28 million maunds to ·90 million maunds.

Source of Origin.	Percentage of Consumption.	
	1926-27.	1927-28.
Duty-paid.		
Burma Salt ...	22·23	17·28
Foreign-paid.		
United Kingdom ...	6·05	2·83
Germany ...	9·95	29·98
Other foreign Countries.	61·45	49·11
Duty-free.		
Medicinal Salt ...	0·07	0·06
Industrial Salt ...	0·25	0·74
Total ...	100·00	100·00

Opium.

134. There were no receipts from or expenditure on opium on behalf of Central Revenues. Under a revised arrangement introduced in 1925-26 the cost of opium supplied to the Provincial Government was debited in the books of the Accountant-General, United Provinces.

Provincial Revenue and Finance.

Total Provincial figures.

135. The year's provincial revenue amounted to Rs. 11·92 crores (including Debt Heads), an increase of Rs. 1·56 crores as compared with the realisations of the previous year, while the expenditure rose by Rs. 48·32 lakhs to Rs. 12·20 crores. The principal items of variations are noted below. The income from Land Revenue increased by Rs. 12·69 lakhs due mainly to larger collections from Government Estates, Capitation-tax and Petroleum Revenue, while revenue from Irrigation works increased by Rs. 7·76 lakhs owing to increased receipts from portion of land revenue due to works and to recoveries of expenditure on account of the Singan Swamp. Stamps contributed no less than Rs. 4·21 lakhs towards the

increase while Police accounted for another Rs. 4·75 lakhs. The increase of Rs. 8·40 lakhs under Civil Works was due to adjustment made under this head on account of recoveries effected from the Central Government towards expenditure incurred in connection with the North-East Frontier and of recoveries of establishment charges effected by the Stores Division. Other factors responsible for the increased revenue during the year under review were the loan of Rs. 75 lakhs taken for the first time from Provincial Loans Fund to finance the capital programme of development to which the province is committed and the entire remission of the Provincial contribution which effected a saving of Rs. 50·23 lakhs. The decrease of Rs. 9·21 lakhs under Excise was due partly to smaller receipts under 'country fermented liquor' and partly to decrease in the consumption of opium due to the closing of the register of consumers while the decrease of Rs. 9·47 lakhs under Forest was mainly accounted for by the entire closing down of the departmental operations in the Katha and Myitkyina Divisions. The increase of Rs. 48·32 lakhs in the Provincial expenditure, was due, among other causes to the expenditure incurred on cutting a channel through the Daungwe bend in the Daga River, Bassein District, which contributed to the increase of Rs. 2·73 lakhs under Other Revenue expenditure financed from Ordinary Revenue. The increase in the cadre of Judicial Service raised the expenditure under Administration of Justice by Rs. 2·02 lakhs while smaller recoveries on account of hire of vessels and freight charges accounted for the increase of Rs. 4·09 lakhs under Ports and Pilotage. The steady advance made in Education and Public Health and Civil works involved greatly increased expenditure. The payment during 1927-28 of Rs. 25 lakhs against Rs. 12 lakhs paid during the previous year for the construction and equipment of the Rangoon University and the enhanced grants to Anglo-Vernacular and English Schools resulted in the increase of Rs. 17·62 lakhs under Education. Larger expenditure incurred on the Mergui Sea Wall and the reclamation scheme and increased expenses incurred in connection with epidemic diseases swelled the expenditure under Public Health by Rs. 3·41 lakhs while the expenditure under Civil works rose by Rs. 33·63 lakhs owing to expansion of the activities of the Department. The greater advantage taken of the privilege of commuting pensions increased the expenditure under Commuted Value of pensions by Rs. 8·39 lakhs and the increase of Rs. 5·81 lakhs under Miscellaneous was due to the write off of a portion of the loan of Rs. 15 lakhs made to the Burma Spinning and Weaving Company. Smaller expenditure incurred on the Mingaladon Cantonment Project accounted for a decrease of Rs. 19·97 lakhs under Extraordinary charges while there was a decrease of Rs. 7·05 lakhs under Loans and Advances. The expenditure under Land Revenue was reduced by Rs. 2·06 lakhs. Stoppage of export of timber for sale in Europe and curtailment of departmental operations in the Myitmaka Division reduced the expenditure under Forests by Rs. 3·73 lakhs while the reduction of grants for Medical purposes and reduced expenditure under Mofussil Hospital and Dispensaries were responsible for the decrease of Rs. 2·71 lakhs under Medical.

Land Revenue.

136. For the Agricultural year ending the 30th June 1928, the receipts under the head land revenue excluding the share of land revenue credited to the Irrigation Department but including collections of capitation-tax, *thathameda*, fishery revenue

and other miscellaneous land revenue, amounted to Rs. 525·41 lakhs or Rs. 1·09 lakhs less than in the previous year. The variations under land revenue proper have been discussed in Chapter II of this report.

Collections of capitation-tax in Lower Burma decreased by Rs. ·09 lakh from Rs. 58·96 lakhs to Rs. 58·87 lakhs and the number of assessees increased by 7,673. Remissions increased from Rs. 2·49 lakhs to Rs. 3·02 lakhs. The corresponding household tax in Upper Burma produced Rs. 44 lakhs or Rs. 75,458 more than in the previous year, the number of assessed households having risen by Rs. 10,516. Remissions of this tax were less than in the previous year. Land rate in lieu of capitation-tax imposed in certain towns in Lower Burma, showed an increase of Rs. 11,530.

The total collections from fishery revenue increased from Rs. 47·39 lakhs to Rs. 48·43 lakhs.

Collections of miscellaneous revenue decreased from Rs. 43·76 lakhs to Rs. 42·32 lakhs. Rents and royalties on petroleum, rubies, jade and amber showed a fall of Rs. 1·56 lakhs. Royalties on other minerals produced a small increase. The increase under rents of town lands was Rs. 48,500. Other miscellaneous land revenue showed a decrease of Rs. 37,702.

Excise—General.

137. After deducting refunds the gross Excise Revenue for the year amounted to Rs. 123·68 lakhs against Rs. 132·89 lakhs in the previous year. The decrease of over 9 lakhs is entirely due to the fact that the liquor licenses for the previous year were sold for a period of 14 months, and this was responsible for adding over Rs. 11 lakhs to the revenue of that year. There was a normal increase in liquor revenue and the usual decrease in opium revenue. The opium revenue is bound to decrease in consequence of the restrictive policy now in force. The gross expenditure increased by Rs. 0·51 lakh to Rs. 24·18 lakhs. Excluding the expenditure on the purchase of opium from Ghazipur the actual running cost of the Department was almost exactly the same as in the previous year.

Excise—Opium.

138. The registers of licensed opium smokers remained closed and receipts from the sale of opium declined in most districts. The total quantity of opium issued to the opium shops decreased from 25,571 seers to 24,860 seers. The consumption of licit opium has decreased continuously every year since 1916-17 when it was 48,539 seers, nearly double what it is now. The decrease during the year of report was less than usual owing to increases in Kyaukpyu, Bassein, Bhamo, Myitkyina and Katha. The increases in the first two districts were due to the extension of the Myaungmya experiment of issuing opium in unhealthy tracts to Burmans who had become addicted to the drug and the increases in the other districts were due to a reduction in the retail price. There were decreases in almost all other districts. The average annual consumption per 100 of the population was 0·21 of a seer against the revised correct figure of 0·22 seer in the preceding year. The net opium revenue fell from Rs. 33·12 lakhs to Rs. 32·09 lakhs. The sale proceeds of confiscated opium which are credited to fines and forfeitures also fell by nearly Rs. 0·79 lakh. The number of shops decreased by one to 121, the

Kawa shop in Pegu District having been abolished. The average profit per licensee increased from Rs. 978 to Rs. 1,163. The average of the previous year was exceptionally low and the licensees were treated more generously when wholesale prices were fixed for the year of report. Part of the increased profit was also due to a decrease in the expenditure by licensees on establishment and contingencies. Seizures of contraband opium continued at a high level amounting to 375,541 tolas against 379,808 tolas in the previous year. The biggest single seizure during the year was a seizure of 23,555 tolas of Shan opium made by the Excise staff of the Meiktila District. The number of prosecutions for offences under the Opium Act decreased from 3,316 to 3,172 but the percentage of convictions rose from 80·6 to 83·6.

Excise—Alcoholic Liquors.

139. The volume of foreign spirit imported decreased to 214,392 gallons from 236,052 gallons in the preceding year. There were small increases in the imports of brandy from France and whiskey from the United Kingdom. There was a very large increase in the import of cheap foreign beer, but the imports of beer are still below the pre-war figure of 1912-13. The total issues of "foreign spirit" manufactured in Burma increased slightly from 27,684 to 27,911 London proof gallons. The full rate of duty of Rs. 17-8-0 per London proof gallon was paid on 13,696 gallons. The total revenue realized from duty increased from Rs. 2·43 lakhs to Rs. 2·89 lakhs. The issues of rectified spirit at the reduced rate of Rs. 5 per gallon for the manufacture of medical preparations increased from 1,624 gallons to 2,118 gallons. The quantity of beer issued from the Mandalay Brewery decreased from 170,125 gallons to 161,766 gallons and the duty realized fell from Rs. 82,562 to Rs. 78,196. Burma beer finds it difficult to compete against cheap foreign beers which are imported at low wholesale prices and allow a bigger profit to the licensee. Imports of denatured spirit including spirit denatured in bond in Rangoon, increased from 74,000 to 91,000 liquid gallons. As reported in previous years, it is used principally for the manufacture of varnishes and furniture polish. The revenue from country spirit increased by Rs. 0·85 lakh to Rs. 15·03 lakhs the increase being mainly under license fees. Duty amounted to nearly half of the total revenue but showed very little increase over the previous year's figure.

The revenue from *Tari*, which is derived entirely from license fees was almost exactly the same as in the previous year, *viz.*, Rs. 14·34 lakhs. As however licenses for the previous year were sold for 14 months, the revenue actually represented an increase of 16 per cent. The revenue from country fermented liquor other than *tari* formerly consisted of license fees only. In the year of report a duty on the materials used in manufacturing Hlawzaye at the rate of Rs. 3 per ten-gallon jar set up for fermentation was imposed as an experiment in all shops in Rangoon and in one shop of Hanthawaddy District. The new system has resulted in a small increase of revenue in Rangoon in the first year. The revenue for the whole of Burma amounted to Rs. 41·30 lakhs. The revenue in the previous year was Rs. 48·85 lakhs for fourteen months which is equivalent to Rs. 41·87 lakhs for 12 months. There was thus a slight decrease in the total revenue which is however more than accounted for by the fact that the revenue in Rangoon included both license fees and duty, and duty was collected for only nine months of the year.

Ganja, Cocaine and Morphia.

140. The possession of *ganja*, except for the purpose of treating elephants, is illegal in Burma, and even chemists, as the law stands at present may not stock drugs containing preparations of hemp. Proposals to permit chemists to keep and sell galenical preparations of hemp were under consideration. No orders have been passed yet on the proposal based on the recommendation of Capitation and *Thathameda* Taxes Enquiry Committee to experiment with the licensed sale of *ganja* to Indians in Rangoon. Seizures of illicit hemp drugs again fell from 191,281 tolas in 1926-27 to 130,048 tolas. As in previous years the consumption of illicit *ganja* was confined to Indians. The quantity of cocaine seized increased enormously from 26,526 grains in 1926-27 to 986,227 grains. Over 900,000 grains of this amount was seized by the Customs Department. The price of illicit cocaine ranged from Rs. 50 to Rs. 80 per ounce against Rs. 100 to Rs. 150 in the previous year. If these prices are correct, it is evident that more cocaine must have been smuggled into the country in the year of report than in the previous year. Most of the cocaine seized was of Japanese manufacture. In Rangoon there are no cocaine dens properly so called, the illicit traffic being confined to street hawkers who were supplied with cocaine and financed by dealers. The illicit use of morphia is very rare in Burma and seizures were very small.

Stamps.

141. The total receipts under the Stamp and Court-fees Acts were Rs. 73·55 lakhs, the largest annual amount ever collected on this account. This total includes Rs. 2·70 lakhs collected on account of the extra duty of 2 per cent. levied on instruments affecting immoveable property in Rangoon which is paid under section 68 of the Rangoon Development Trust Act, 1920, to the Board of Trustees created under that Act. The Provincial Receipts include a contribution of Rs. 4·23 lakhs from the Government of India on account of unified stamps. In Rangoon Rs. 1·05 lakhs were received from the Rangoon Port Trust on account of composition duty on a loan of Rs. 105 lakhs raised by the Port Trust during 1926-27. The revenue from the sale of share transfer stamps fell from Rs. 49,000 in 1926-27 to Rs. 27,000 in 1927-28 and the abolition of stamp duty on cheques with effect from the 1st July 1927 caused a decrease of Rs. 43,500 in Rangoon. The cost of general supervision was Rs. 26,000 and the net receipts were Rs. 68·67 lakhs, an increase of 6·80 per cent. compared with 1926-27. The number of stamp vendors decreased from 1,273 to 1,258 but the amount of discount paid to them increased from Rs. 1·02 lakhs to Rs. 1·16 lakhs. The prosecutions for stamp offences average less than one per district and the fines imposed averaged Rs. 15-8-0 per person convicted.

Forest Revenue.

142. The forest revenue during the year amounted to Rs. 208·15 lakhs against Rs. 217·38 lakhs and the expenditure to Rs. 88·99 lakhs against Rs. 83·75 lakhs in the previous year. The net surplus was Rs. 119·16 lakhs against Rs. 133·63 lakhs in the previous year. The decrease in revenue was due partly to the curtailment of teak extraction by Government agency and partly to the cessation of shipments of timber for sale in foreign market. Higher expenditure was due to the new system of accounting, namely, interest on capital, charges in England, loss by exchange and charges on account of hire of launches, which were this year added for the first time.

Canal (Irrigation and Navigation) Revenue.

143. The gross revenue receipts from irrigation works of all kinds amounted to Rs. 34·24 lakhs and working expenses to Rs. 21·93 lakhs, giving a net revenue of Rs. 12·31 lakhs against Rs. 13·03 lakhs in the previous year. Revenue receipts from the Twante and Pegu-Sittang Canals amounted to Rs. 7·00 lakhs, the working expenses were Rs. ·30 lakh, leaving a net balance of revenue of Rs. 7·30 lakhs, the corresponding figures of the previous year were Rs. 7·74 lakhs, Rs. 2·42 lakhs and Rs. 5·32 lakhs respectively. The gross revenue from embankment and drainage works of the capital class amounted to Rs. 19·31 lakhs, the working expenses to Rs. 11·25 lakhs, and the net revenue to Rs. 8·06 lakhs against Rs. 7·28 lakhs in the previous year. The expenditure of all kinds during the year on navigation, embankment and drainage works for which no capital accounts are kept amounted to Rs. 15·96 lakhs against Rs. 13·93 lakhs in the previous year. The bulk of the expenditure about Rs. 11·00 lakhs was incurred during the year on improving the navigation facilities.

(c) Local Funds.

District Funds, Deputy Commissioners' Local Funds and Circle Funds.

144. The total receipts of the 28 District Councils, excluding opening balances and debt transactions, decreased from Rs. 95·48 lakhs to Rs. 84·60 lakhs. The decrease is mainly accounted for by the decline in receipts from cess on land revenue from Rs. 30·37 lakhs to Rs. 27·30 lakhs, the larger receipts under this head in the previous year being chiefly due to the credit of large amounts of arrears of cess due for the year 1925-26. The revenues of the Councils from markets and slaughter-houses showed a slight increase, while those from ferries and cattle pounds slightly decreased. Provincial contributions to District Councils again rose, *viz.*, from Rs. 36·74 lakhs to Rs. 39·77 lakhs. These contributions were made mainly towards the upkeep of the principal service of the Councils under the heads Education, Public Health, Medical and Public Works. The Provincial contributions included special contributions of Rs. 0·61 lakh for the opening of new Vernacular Schools in backward and poor localities, Rs. 0·85 lakh for English teachers in Vernacular Schools, Rs. 0·44 lakh for the improvement of Vernacular School buildings, Rs. 0·48 lakh for capital expenditure on District Communications, and Rs. 0·53 lakh for Public Health projects in rural areas. The receipts of the 24 Deputy Commissioners' Local Funds increased from Rs. 11·96 lakhs to 13·56 lakhs of which Rs. 10·50 lakhs was contributed by Provincial revenues.

The total payments of District Councils, excluding debt transactions increased from Rs. 76·95 lakhs to Rs. 83·93 lakhs. There was a slight decrease in the cost of general administration. The expenditure on Vernacular Education rose by nearly 1 lakh to Rs. 35·09 lakhs, while that on District Communications increased from Rs. 16·59 lakhs to Rs. 18·61 lakhs. The District Councils spent Rs. 13·48 lakhs on Medical and Public Health Services against Rs. 11·89 lakhs in the previous year. The expenditure of Deputy Commissioners' Local Funds increased from Rs. 9·87 lakhs to Rs. 12·90 lakhs, which included Rs. 5·14 lakhs, spent on Vernacular Education and Rs. 2·85 lakhs incurred on District Communications.

Circle Funds have not yet come into existence for the reasons stated in paragraph 69.

145. The gross income of the Rangoon Corporation amounted to Rs. 121·61 lakhs against Rs. 147·34 lakhs in the previous year but the latter figure had been swollen considerably by a loan of Rs. 40·89 lakhs raised in the open market. Exclusive of extraordinary credits, the net income of the year was Rs. 93·15 lakhs showing an increase of Rs. 7·31 lakhs above the figure for 1926-27. Of the increase, Rs. 5·36 lakhs were derived from municipal rates and taxes owing mainly to the revision of property assessment. The gross expenditure for the year amounted to Rs 139·48 lakhs against Rs. 120·35 lakhs in the previous year. Exclusive of extraordinary items, the ordinary expenditure was Rs. 102·63 lakhs against Rs. 92·31 lakhs in the previous year. The loan charges for the year were made up principally of Rs. 11·70 lakhs paid as interest and Rs. 7·70 lakhs paid to the Sinking Fund. Repayments amounted to only Rs. 0·57 lakh within the year.

Rangoon Municipal Funds.

146. Apart from opening balances amounting to Rs. 36·62 lakhs and debt accounts amounting to Rs. 5·32 lakhs, the total income of the 57 municipalities other than Rangoon was Rs. 74·79 lakhs, against Rs. 74·93 lakhs in the previous year. The income from municipal rates and taxes fell from Rs. 31·76 lakhs to Rs. 31·74, lakhs but there was an increase in revenue derived from municipal property and powers from Rs. 32·03 lakhs to Rs. 32·83 lakhs, the largest items of increase being the revenue from pawnshop licenses and fees from the inspection, registration and licensing of lodging houses. Loans from Government to Myingyan of Rs. 1·0 lakh and Nyaunglèbin of Rs. 0·6 lakh increased the total of loans from Rs. 1·44 lakhs to Rs. 1·6 lakhs. The incidence of taxation per head of population rose slightly from Rs. 3-14-2 to Rs. 3-14-5. The revenue from bazaar rents and slaughter-house fees and pawnshop license fees represented in many instances the main sources of income and the revenue from water, lighting, latrine and conservancy taxes is often insufficient to meet the expenditure. Receipts from markets and slaughter-houses declined in the following Divisions as shown (the previous year's figures are given in brackets):—

Other Municipal Funds

Irrawaddy, 5·26 lakhs (5·31 lakhs).
Tenasserim, 2·11 lakhs (2·37 lakhs).

Some progress was made in the replacement of the taxation of houses by frontage or covered area basis by the better system of a percentage of the annual rental value. Ordinary expenditure rose from Rs. 65·71 lakhs to Rs. 75·46 lakhs. Expenditure on Public Health and Convenience was Rs. 44·01 lakhs against Rs. 36·32 lakhs in the previous year.

147. Of the two branches of the Rangoon Development Trust Fund, the Government Estate which is administered by the Trust on behalf of Government yielded at the end of the year a gross revenue of Rs. 16·00 lakhs as against Rs. 15·78 lakhs realised during the previous year—an increase of Rs. ·22 lakh. This increase is partly due to a slight advance in the collection of rents owing to the more settled conditions prevailing throughout the Government Estate and to a steady annual increase in the number of leases issued and partly to an increase from interest realised from investments. The expenditure on revenue account was

Rangoon Development Trust Fund.

Rs. 8·94 lakhs against Rs. 9·44 lakhs in the previous year. This decrease is due principally to the reduction of charges on account of cost of General Administration as a result mainly of the reduction of staff. The balance transferred to the capital account was Rs. 7·07 lakhs or Rs. ·74 lakh more than in 1926-27. Among the capital receipts was a non-recurring item of Rs. 1·05 lakhs on account of the sale of land and houses. The closing balance was Rs. 5·76 lakhs an amount considerably in excess of the closing balance for the year 1926-27, *viz.*, Rs. 2·44 lakhs showing that this branch of the Development Fund is in a perfectly satisfactory condition. The Trust will be able in the course of the next few years to effect remarkable improvements in the occupied portions of the Government Estate; and by the time that an adequate supply of water is available in Rangoon the Trust will then be in a position to undertake the gradual provision of water equipment and possibly sewerage equipment in the different portions of the Government Estate.

The progress of General Development works continued to slow down with the restriction of funds available for capital expenditure. The gross revenue on the General Development (*i.e.*, the Trust Estate) side rose by Rs. ·45 lakh to Rs. 8·80 lakhs. This is due to slightly higher collections on account of terminal tax, to a slight increase in the amount collected on account of extra stamp duty and to an increase in the amount of interest. The increase in extra stamp duty from Rs. 2·48 lakhs to Rs. 2·70 lakhs is interesting and reflects an increase of activity in the land market. This is in particular due to the fact that the disposal and liquidation of certain large estates which was already in progress in the previous year continued during the year under report. But there is no doubt that the removal of the restrictions imposed by the Rangoon Rent Act may in time also stimulate the land market. The expenditure on revenue account was Rs. 4 lakhs as compared with Rs. 4·24 lakhs during the previous year. The balance of Rs. 4·80 lakhs was transferred to the Capital Account against Rs. 4·11 lakhs in 1926-27. The most important feature in the history of General Development finance during the year was the suspension for a period of five years by the Local Government of repayment of the 2 lakhs due annually on account of General Development loans amounting to Rs. 57 lakhs. Expenditure on Capital Account amounted to Rs. 7·44 lakhs including Rs. 1·27 lakhs for main communications. The balance at the end of the year was Rs. 3·48 lakhs against Rs. 4·32 lakhs at the end of the year 1926-27.

148. The Rangoon Port Trust began the year with a balance of Rs. 5·44 lakhs in the Imperial Bank of India, and closed with a balance of Rs. 6·02 lakhs at the end of March 1928. At that date the Trust's debt to the public amounted to Rs. 3,63,62,000 on account of Rupee loans and Rs. 500,000 on account of Sterling loan; in addition a debt of Rs. 42,05,115 was due to Government. The Sinking Fund at the end of the year held securities of the face value of Rs. 1,73,93,650, fixed deposits with banks to the extent of Rs. 2,75,000 and a sum of Rs. 1,914 in uninvested cash. The ordinary receipts and expenditure during the year amounted respectively to Rs. 86·37 lakhs and Rs. 83·78 lakhs against Rs. 79·68 lakhs and Rs. 77 lakhs in the previous year. The increase in receipts is due mainly to increases under the heads, landing

Rangoon Port Trust Fund.

charges and demurrage on import cargoes, shipping charges on increased exports of metals and ores and interest on bank balances. The increase in expenditure is accounted for partly by interest and Sinking Fund charges and partly by an increase of expenditure under Traffic and General charges. The balance at the credit of the Reserve Funds on the 31st March 1928 was Rs. 114·52 lakhs against Rs. 104·66 lakhs on the same date in 1927.

Other Local Funds.

149. In addition to the Rangoon Port Trust Fund dealt with above, port funds were maintained at Bassein, Moulmein, Akyab, Mergui, Tavoy and Kyaukpyu. There was an increase in the receipts of all these funds except the Akyab Port Fund; and Akyab and Moulmein showed a decrease in their expenditure. The total receipts of the funds amounted to Rs. 9·13 lakhs against Rs. 10·59 lakhs in the previous year, and their expenditure to Rs. 9·07 lakhs against Rs. 11·31 lakhs in 1926-27.

The ordinary receipts of the Rangoon Pilot Fund were Rs. 6·51 lakhs, and its expenditure Rs. 6·57 lakhs, both being slightly higher than the corresponding figures for the previous year. The Pilot Vessels Depreciation Fund which is the reserve of the Pilot Fund held at the close of the year securities of the face value of Rs. 2·60 lakhs, besides Rs. ·87 lakh in cash and fixed deposits. Other pilot funds were maintained at Akyab, Moulmein and Bassein. The receipts of these three funds amounted to Rs. 3·14 lakhs, and their expenditure to Rs. 2·63 lakhs, leaving an aggregate closing balance of Rs. 2·02 lakhs, an increase of Rs. ·51 lakh on the figure for the preceding year.

There were four cantonment funds as in the previous year. The receipts of these funds totalled Rs. 2·46 lakhs and their expenditure Rs. 2·47 lakhs. The closing balance fell by a lakh to Rs. 1·13 lakhs. Receipts fell in the Rangoon and Maymyo Cantonments and rose in Mandalay and Bhamo. Expenditure increased in Bhamo and Maymyo and fell in Rangoon and Mandalay. The closing balances of all the Cantonments except Mandalay were lower than those of the previous year but the 10 per cent. working balance has been maintained by all Cantonments.

The Rangoon University Fund opened with a balance of Rs. 4·25 lakhs. The receipts and expenditure during the year amounted to Rs. 3·36 lakhs and Rs. 3·75 lakhs, respectively, with the result that the closing balance declined to Rs. 3·86 lakhs. Of this amount Rs. 3·41 lakhs were held in fixed deposits; the fund also held War Bonds to the face value of Rs. 6·37 lakhs.

Paper Currency.

150. The average total active circulation of currency notes in 1927-28 was Rs. 42·05 crores against Rs. 38·25 crores in 1926-27. The increase during the year under review of Rs. 3·80 crores, apart from the growing popularity of paper money in general, was mainly due to the increased use of currency notes in place of coins in the financing of the rice and cotton trades. The issue of one rupee and two and a half rupee notes has been discontinued, and notes of these denominations received at Treasuries and Currency Offices are being cancelled. The ten-rupee note, as usual, was the most popular denomination and constituted 63·57 per cent. of the total value of the active circulation of all notes from Rs. 5 to Rs. 1,000 in value, an increase of 1·88 over the figure of the previous year.

CHAPTER VI.

VITAL STATISTICS AND MEDICAL SERVICES.

REFERENCES—

- Report on the Public Health Administration of Burma for the year 1927.
- Notes and Statistics on the Hospitals and Dispensaries in Burma for the year 1927.
- Annual Report on the working of the Burma Government Medical School, Rangoon, for the year 1927-28.
- Report on the working of the Burma Pasteur Institute and Bacteriological Laboratory, Rangoon, for the year ending the 31st March 1928.
- Report on the working of the Mental Hospitals in Burma for the year 1927.
- Notes and Statistics on Vaccination in Burma for the year 1927-28.
- Statistical Abstract for British India, Volume III.

Births and Deaths.

Area under Registration and Total Population.

151. The total area under regular registration was 115,060 square miles and the population for which vital statistics have been collected was, according to the 1921 census, 1,247,220 for urban areas, and 9,575,398 for rural areas, making a total of 10,822,618 for the Province. This is exclusive of a population of 2,337,446 (1921 census) in certain backward tracts from which the vital statistics returns were too untrustworthy for inclusion in the following statements. The increase in the population by apparent excess of births over deaths registered was 59,859, to which may be added 67,052 by excess of immigrants over emigrants at sea-ports.

Number of Births and Deaths.

152. The total births, deaths and infant deaths in the Province numbered 271,402, 211,543, and 53,754 respectively; and the rates as compared with those of the previous two years are shown in the following table:—

—	Rural.			Urban.			Total Provincial.		
	1925.	1926.	1927.	1925.	1926.	1927.	1925.	1926.	1927.
Birth rate ...	25·14	27·43	24·70	27·26	28·75	27·98	25·38	27·59	25·08
Death rate ...	16·77	18·78	17·38	34·22	37·41	36·21	18·75	20·92	19·55
Infant mortality rate	175·53	186·50	184·34	286·16	310·58	291·01	188·99	201·40	198·06

Rural Birth-rate.—As compared with that of the previous year and with the last quinquennial mean (28·02), the rural birth-rate declined considerably during the year under review. In more than half the districts,—the majority of which were in Lower Burma, the registered birth-rates were below the quinquennial average. In some districts the birth-rate has been steadily decreasing for some years, and probably the main reason for this decline is incomplete registration. Amongst other reasons the changes introduced in 1923 and 1926 in the system of registration and collection of vital statistics, the ignorance and illiteracy of village headmen, the fact that several villages were grouped under one headman, the failure to maintain a supply of the necessary forms, and lack of interest by supervising officers all probably contributed to the general inaccuracy and incompleteness of registration. Further, it is possible that the Province is affected by the universal tendency of rural population to drift towards towns, attracted by the amenities of the modern urban life, the greater security and the wider opportunities of earning a livelihood.

High rates for rural areas were returned from the following districts:—Tavoy (40·00), Prome (35·97), Lower Chindwin (35·07), Pakôkku (35·06), Sandoway (34·82), Kyauksè (34·47) and Shwebo (30·77). Low rates were reported from Thatôn (14·64), Toungoo (16·24), Pyapôn (17·21), Kyaukpyu (17·89) and Insein (19·78).

Urban Birth-rates.—Births in urban areas declined by 953. Rates lower than the urban average (27·98) were returned from 39 out of a total of 70 towns in the Province. Relatively high rates were registered in Ye-u (55·07), Mandalay (49·25), Shwebo (46·58), Kawkareik (44·79), Maymyo (37·81), Taungdwingyi (37·74), Kyauksè (37·99), Mônywa (36·74), Myitngè (36·64), Yenangyaung (36·26) and Pegu (35·06). Low birth-rates were returned from Kamayut (10·02), Letpadan (12·62), Akyab (15·48), Gyobingauk (15·52), Paungdè (16·76), Thamaing (17·04), Allanmyo (17·73), Thingangyun (18·00), Danubyu (18·47) and Shwedaung (18·66).

The low birth rates of a number of towns, particularly of those in Lower Burma, are no doubt largely due both to disparity in sex distribution owing to a floating labour population and also to defective registration; while the high rates may in many cases be attributed to the enforcement of model registration bye-laws and more efficient supervision.

Still-births.—There were 2,117 and 1,069 still-births in urban and rural areas giving a ratio of 6·07 and ·45 per 100 live-births respectively. The highest urban ratios were in Pakôkku (13·79) and Henzada (10·01) and the highest rural ratio was in Kyauksè District (3·00). Only towns and districts in which 50 or more still-births have been recorded are considered in the above comparison.

Maternal Deaths in Child-birth.—There were 315 recorded deaths from child-birth in towns giving a ratio of 9·03 per thousand registered births. The highest ratio (54·05) was in Sandoway town.

Rural Death-rates.—The Provincial rural death-rate of 17·38 may be compared with 18·78 for 1926 and a mean of 18·85 for the past five years. Relatively high death-rates were recorded for Kyauksè (27·39), Minbu (27·18) and Prome Districts (25·46); and low rates were

returned from Pyapôn (11·73), Thatôn (11·91), Myingyan (12·48), Amherst (12·72), Hanthawaddy (13·09), Kyaukpyu (13·70), Myaungmya (14·44) and Magwe (14·77). In rural areas there are practically only two causes of mortality, "fever" and "all other causes." If the heading "all other causes," which serves as a general dumping place, is ignored, it may be noted that the death-rate from "fever" is many times greater than the rate under any other head. In the persisting unsatisfactory state of registration, a low recorded death-rate invariably suggests neglect of registration.

Urban Death-rates.—The urban death-rate was 36·21 as against 37·41 in 1926, being a little below the quinquennial average of 36·52. In comparison with the figures of last year and excepting deaths on account of small-pox, plague, "fevers" and "injuries," a decrease in the death-rates under other causes was noted, and a greater number of towns returned death-rates below those of the previous year. Towns showing high rates were Taungdwingyi (71·36), Gyobingauk (68·75), Nyaunglebin (58·16), Magwe (57·68), Thayetmyo (56·00), Minhla (53·02), Pyapôn (50·40), Prome (49·45), Minbu (49·97), Letpadan (47·87), Zigôn (47·57), Pyawbwè (47·41), Kyauksè (46·99), Thônzè (46·41), Meiktila (46·01), Kyangin (45·44), Myanaung (45·43) and Kyaikto (45·20).

Infantile Mortality.—The provincial ratio of 198·06, per 1,000 registered births compares favourably with that of 201·40 in 1926. The proportion of infant deaths to total deaths in the Province was approximately 25 per cent. Of these 28 per cent. occurred in the first month, nearly 51 per cent. during the second to sixth months and 21 per cent. between the sixth and twelfth months. Defective registration of births has, undoubtedly, raised infantile mortality to a misleading extent. The rural infantile mortality was 184·34 as against 186·50 in 1926 and 175·53 in 1925. The highest rate (251·19) was returned from Sandoway District and the lowest (87·46) from Amherst District. There was a decided fall in the ratio returned from Kyauksè District (224·94) which has shown the highest rural infantile mortality in the Province for the past three years.

The urban infantile mortality figure was 291·01, or 19·57 less than in 1926, and 4·25 less than the five years' mean. A decrease in this figure as compared with last year was recorded in 45 out of the 70 Municipalities in the Province. Ratios below 200 were returned from 16 towns in Lower Burma as against none in Upper Burma, and with the exception of Syriam, Insein, Thatôn, Moulmein, Tavoy and Toungoo,—all in Lower Burma, all towns with populations of 10,000 or more have registered ratios above 200 *per mille*. The highest urban ratio was 638·66 registered in Gyobingauk and the lowest 119·57, registered in Kyaukpyu.

Infant Welfare.—New Infant Welfare Societies have been formed at Yenangyaung and Wakèma, and steps have been taken for similar formation in Akyab, Mawlaik, and Mogôk. Fourteen Societies submitted reports of their activities. Baby Shows were held in Rangoon, Moulmein, Pegu, Henzada, Tavoy, Sandoway, Bhamo, Minbu, Magwe, Ma-ubin, Myittha and in the following towns in Northern Shan States: Kutkai, Möngmit, Lashio, Möngyai and Hsenwi. So far as information is to hand, more than 3,000 babies were entered for these shows.

Causes of Death.

153. The following table shows the registered mortality from different causes in 1926 and 1927 :—

Causes.	1926.			1927.		
	Rural.	Urban.	Total.	Rural.	Urban.	Total.
Cholera ...	4,804	1,378	6,182	3,286	1,242	4,528
Small-pox ...	1,870	469	2,339	1,007	697	1,704
Plague ...	1,007	1,899	2,906	1,016	2,492	3,508
Fevers ...	67,182	5,608	72,790	69,353	5,968	75,321
Dysentery and Diarrhœa.	6,282	4,146	10,428	5,197	3,082	8,279
Respiratory Diseases.	2,512	9,126	11,638	2,375	8,729	11,104
Suicide ...	119	31	150	120	31	151
Wounding or Accidents.	1,406	1,011	2,417	1,118	1,096	2,214
Snake-bite or killed by wild beasts.	1,407	65	1,472	1,413	53	1,466
Rabies ...	154	32	186	178	40	218
All other causes	93,058	22,893	115,951	81,319	21,731	103,050
Total ...	179,801	46,658	226,459	166,382	45,161	211,543

Cholera.—There was a satisfactory reduction in the death-ratio for cholera from ·57 in 1926 to ·42 in the year under review. The rural and urban death-ratios were ·34 and ·99 *per mille* respectively. Highest rates of mortality for rural areas were returned from Prome (1·29), Ma-ubin (1·17), Henzada and Minbu (1·14) each, Tharrawaddy (·79) and Kyauksè (·71) Districts; and for the urban areas from Gyobingauk (16·04), Letpadan (13·23), Magwe (6·52), Thayetmyo (5·66), Thônzè (5·61), Yandoon (5·35), Shwedaung (4·50), Zigôn (4·48), Minhla (3·92), Minbu (3·89) and Paungdè (3·96). The main cause of the epidemics may be sought in defective water-supplies, which fail in the dry season so that the people have to draw from the river the banks of which are usually polluted. The introduction of piped water supplies has had a very salutary effect in reducing epidemic mortality in towns like Akyab, Moulmein, Minbu and Mônywa. Anti-cholera inoculation was performed on 62,467 persons (as against 44,314 in 1926), and it is evident that the confidence of the public in this measure is steadily increasing. Vigorous inoculation campaigns were carried out in all districts and towns where cholera was epidemic during the year.

Small-pox.—The provincial ratio for small-pox declined from ·22 *per mille* in 1926 and ·24, the quinquennial mean, to ·16 in the year under review. The ratio for rural areas was ·11 *per mille*, while that for towns was ·56 *per mille*. In Taungdwingyi town the small-pox mortality was very heavy, *viz.*, 191 deaths, giving a mortality of 30·29 per thousand of population.

Plague.—The death rate for the Province was ·32 *per mille* as against ·27 in 1926 and ·51, the five years' average. In rural areas the greatest mortality was returned from Meiktila (·88 *per mille*) and in

towns from Gyobingauk (17·22 *per mille*). The principal measures adopted were inoculation and rat destruction. Of the total number of 902,140 rats destroyed, Rangoon Corporation alone accounted for 864,962. The total inoculations performed were 102,859 as against 54,979 in 1926. In Meiktila District, a record inoculation figure was reached, while the figure in Yamèthin District was the highest since 1918.

Fever.—The ratio was 6·96 as against 6·73 in 1926 and 7·00, the quinquennial mean. The highest ratios for rural areas were returned from Tavoy (14·43), Thayetmyo (13·23), Minbu (13·31), Akyab (13·80), Sandoway (11·97) and Prome (11·37) Districts.

Malaria.—The death rate from malaria in towns was 1·10 as against 1·91, the ratio for both 1926 and for the quinquennial mean. Malaria surveys were conducted during the year at Mawlaik, Kyaukpyu, Myitkyina and in certain villages in the Yamèthin District. Useful anti-malaria work was also carried out by the District Health Officer, Northern Shan States, at Kyaukmè, Nawnghkio, North Hsenwi, Möngmit and in the Military Police area in Lashio; whilst palliative measures were effected on an extensive scale under the supervision of an epidemic Sub-Assistant Surgeon of the Public Health Department in the malaria-infected localities of Bhamo.

Enteric Fever.—In urban areas there were 441 deaths due to enteric fever as against 348 in 1926. Relatively high ratios for enteric fever were recorded in Kyaiklat (1·84), Pyapôn (1·44), Bassein (1·13), Mandalay (1·01) and Ye-u (1·09). In all these places the high incidence was attributed to a contaminated public water supply.

Cinchona Febrifuge.

154. The total number of four-grain cinchona febrifuge tablets turned out by the Prison Department was 5,219,340, while the stock in hand at the opening of the year was 119,260 tablets. Issues to Treasury Officers and others amounted to 5,188,400 tablets and the year closed with a balance of 150,200 tablets. Treasuries sold during the year 16,404,400 grains of cinchona febrifuge in the form of tablets, an increase of 2,982,000 grains on last year's sales. Free distribution of cinchona febrifuge tablets to the extent of 814,000 tablets was made during the year, an increase of 1,000 tablets over last year. The average consumption per head of population for the whole province rose from 1·04 grains in 1926 to 1·49 during the year under review.

Immigration and Emigration.

155. The total number of immigrants by sea was 428,343 and of emigrants 361,291.

Medical Relief.

Hospitals and Dispensaries.

156. The total number of hospitals and dispensaries open at the close of the year was 297 or 2 more than at the close of the previous year, and there were nine travelling dispensaries and 19 subsidised Private medical practitioners. The Burma Medical Council and the Central Midwives and Nurses Council continued to work successfully.

The number of registered medical practitioners at the end of the year 1927 was 1,112 as against 1,041 in the previous year, and the number of registered midwives and nurses on the registers was 340 midwives, 128 nurses and 297 nurse-midwives, bringing up the total registered to 765.

Attendance and Treatment.

157. The number of patients treated at Civil Hospitals was 2,236,619, an increase of 79,173. The proportion of Burmese patients was 61·5 *per cent.* as against 61 *per cent.* in 1926. There was an increase of 4,343 in the number of in-door patients; the total treated was 98,266, with a death rate of nearly 6 *per cent.* The daily average number of in-door patients was 4,357 as against 4,155 and the number of beds available for them was 6,073. The number of operations performed rose from 79,384 to 84,716, about 22,000 of which were dental operations. The number of patients treated in other institutions, including Railway Dispensaries, Police, Forests and Public Works Department hospitals and by subsidized medical practitioners was 211,151; of these 12,993 patients were treated by subsidized medical practitioners at a cost of about Rs. 1-4-0 each. Fifty-nine thousand eight hundred and thirty-five patients were treated at Military Police Hospitals and 127,783 in Railway Hospitals. Dysentery cases decreased from 36,744 to 31,873 and there was an increase of 28,280 cases under malaria. There was a slight increase in the incidence of tuberculosis. Fifteen centres for venereal treatment are now open, ten new centres having been opened during the year. Several more are under contemplation. Arrangements are being made to bring the Sub-Assistant Surgeons from these centres to Rangoon for the purpose of undergoing training under an expert in the treatment of venereal disorders.

Expenditure.

158. The expenditure on the maintenance of hospitals and dispensaries in Burma, excepting those in the Federated Shan States and Railway, Military Police and other special hospitals, was Rs. 43,63,813 comprising capital expenditure on buildings and medical equipment, Rs. 5,99,013, expenditure on "investments," that is, contributions to hospital sinking funds, Rs. 1,88,190 and recurring expenditure, Rs. 35,76,610. The subscriptions from the public decreased from Rs. 1,28,307 to 1,10,599.

Hospital Construction.

159. Most of the buildings have been completed in the Dufferin Hospital scheme with the exception of staff quarters for which additional land is required. The new Civil Hospital at Bhamo and a maternity ward at Pyapôn have been completed. An Out-door Department at Ma-ubin has also been recently constructed. The first part of the Mandalay Hospital scheme is approaching completion. The construction of the Civil Hospital at Insein has been started.

Medical Establishment.

160. The sanctioned number of I.M.S. officers, which was 42 *plus* a reserve of 11, or 53 in all, was reduced to 30 *plus* a leave reserve of 8, or 38 in all, in accordance with the recommendations of the Lee Commission: of this number 12 were on leave at the end of the year, one on Foreign Service and 25 on duty. The sanctioned number of Military Assistant Surgeons in Burma is 24, *viz.*: 10 for Civil Surgeoncies, 11 for subordinate charges and 3 for reserve, and there were at the end of the year 23 Military Assistant Surgeons on the roll. There were 2 retirements. The scale of pay of Selection Grade Indian Medical Department Civil Surgeons has been increased from Rs. 1,100 to Rs. 1,100—50—1,250. The sanctioned number of Civil Assistant Surgeons, permanent and temporary, is 74 at the end of the year; 63 were present for duty. Owing to shortage of I.M.S. Officers, there were 17 Civil Assistant Surgeons acting as Civil Surgeons in addition to four Private Practitioners who are holding appointments as Civil Surgeons. There were two retirements from among the Burma Civil Surgeon cadre and one death. The pay of Selection Grade Civil Assistant Surgeons has been fixed on the same scale as that sanctioned for Military Assistant Surgeons belonging to the Selection Grade of Civil Surgeons.

The cadre of Sub-Assistant Surgeons was revised and the number of sanctioned appointments was fixed at 439, the supernumerary appointments being absorbed in the sanctioned cadre. The number on the rolls at the end of the year was 427.

Burma Government Medical School.

161. The session of the Burma Medical School began in July 1927 with only 79 students on the roll, as at this time the order for closing the school was still in force and no new admissions were being made. As Government subsequently decided not to close the school, 38 new students were admitted. Thirty-four students appeared in April for the Final Examination but only 17 passed. The school continued to be housed in the wooden buildings of the old Rangoon General Hospital, and 129 students were taught during the year. The number of students undergoing training for the M.B. B.S. (Degree) and L.M.S. course in the Medical Faculty of the University of Rangoon was 67. The training of nurses continued to be carried on at the Rangoon General Hospital and at Mandalay, Moulmein, Bassein and Akyab. Midwives were trained at the Dufferin Hospital, Rangoon, the Ellen Mitchell Memorial Hospital, Moulmein, and the General Hospital, Mandalay.

Pasteur Institute and Bacteriological Laboratory.

162. The number of patients treated at the Institute during the year was 1,450, but only 1,088 went through the full course of treatment; 512 were advised that treatment was unnecessary and 225 voluntarily abandoned treatment. Five of the patients who had completed treatment were reported to have died; one died within 15 days of treatment. Fifty-four *per cent.* of the patients were from Rangoon City. In the Bacteriological and Research Section 6,486 Wassermann tests were made, as against 3,437 in 1926-27. To cope with this additional work, a Serological Section was formed, mainly in connexion with the Government anti-venereal campaign. Research work on the prevalence of beri-beri, dysentery, rabies and *makaw-lam* was carried out.

Mental Hospitals.

163. The total population of the Rangoon Mental Hospital, including the New Hospital at Tadagale, at the end of 1927 was 959, of whom 819 were males and 140 females. The highest number confined on any single occasion was 624 at Rangoon and 324 at Tadagale. The daily average at both

these hospitals was 922·80 (784·89 males and 137·91 females). A batch of 138 patients was transferred to the New Hospital at Tadagale in 1927. There was no overcrowding at the Minbu Hospital; the average population there during the year was 129·75 and the largest population on any one night was 131. The general health of the inmates of both Mental Hospitals has been good. The garden and dairy were both self-supporting and supplied a sufficient quantity of vegetables and milk of good quality. Sports, entertainments and reading were encouraged amongst the inmates. The total ordinary expenditure on Mental Hospitals in Rangoon and Minbu in 1927 was Rs. 3,42,250 as against 3,11,954 in the previous year. The increase was largely due to expenditure on equipment for the new Mental Hospital at Tadagale. The average cost of each patient was Rs. 324 against Rs. 318 in the previous year.

Public Health.

Principal Works and Expenditure.

164. The Public Health Board held three meetings during the year and considered 26 projects. The total grants sanctioned amounted to Rs. 3·81 lakhs as compared with Rs. 10·99 lakhs in 1926. The Projects Sub-Committee also held three meetings and considered 17 projects.

The total amount spent on the maintenance and improvement of water supplies, drainage, conservancy and other sanitary works during the year was Rs. 88·39 *lakhs*. Of this sum Rs. 75·35 *lakhs* were spent in towns and Rs. 13·04 *lakhs* in rural areas, representing respectively 26·37 and 6·23 *per cent.* of the aggregate income of municipalities and districts. Of the total income of Rs. 495·16 *lakhs*, 3·32 *per cent.* was expended on water supplies, 6·12 *per cent.* on conservancy and 1·00 *per cent.* on drainage.

Vaccination.

Establishment and General.

165. The number of District Superintendents of Vaccination remained the same as in the previous two years, *viz.*, 41. Among the other part-time supervising officers, there were 28 Sub-Assistant Surgeons and 11 Public Health Inspectors, the latter showing an increase of two over the number in the previous year. Forty-three Inspectors of Vaccination (one more than in the previous year), one Head Vaccinator, and 384 Vaccinators (against 377 in the previous year) were actually employed on whole-time duty during the year. Of these, one Inspector of Vaccination and 23 Vaccinators were on temporary duty to cope with serious outbreaks of small-pox in certain towns and districts. The employment of ten Circle Board Clerks as *ex-officio* Vaccinators in Hanthawaddy district ceased during the year. Nine Vaccinators resigned, 6 were either removed or dismissed from service, 3 died and two were placed on the pension list.

In spite of the lowered case-incidence of small-pox this year, it is noteworthy that the outturn of vaccination work has been greater than in any other year of the last decade. Actually this increase in vaccination has been progressive since 1921-22, the chief reasons

being the fact that vaccination is now compulsory in many more districts and that a larger staff is employed, the improvement of communications, facilitating movements of staff from one place to another and the gradual realisation by the people of the benefits of vaccination.

Number of Operations.

166. The total number of persons vaccinated (excluding 309 persons vaccinated in the Army) was 912,611, of whom 865,071 were vaccinated by the Special Staff, 9,230 in Dispensaries, 34,867 in Jails, and 3,443 by other agencies. In addition to these, 44,937 labourers landing at the Port of Rangoon were vaccinated under the Burma Vaccination Law Amendment Act, 1909, by the Rangoon Corporation Vaccination Staff under the supervision of the Port Health authorities. The total number of operations performed, excluding those done in Dispensaries and Jails, was 870,402 (*viz.* primary vaccinations 550,154 and re-vaccinations 320,248) as compared with 720,551 comprising 511,750 primary vaccinations and 208,801 re-vaccinations in the previous year. The increase in the output of work was thus mainly confined to re-vaccination. Twenty-three districts returned an increase in total operations and eighteen districts showed a decrease. While the immediate presence of small-pox accelerated vaccination work in some districts, the absence thereof combined with paucity of staff and insufficient supervision contributed to its decline in others. Primary operations performed in rural areas (again with the exclusion of dispensary and jail vaccinations) amounted to 500,743 and in urban areas to 49,411. The largest increase was in the Southern Shan States where 13,202 more operations were performed than in the previous year. Other districts which showed appreciable increase were Shwebo, Magwe, Toungoo, Pegu, the Northern Shan States, Akyab and Pyapôn. On the other hand, the Upper Chindwin, Myaungmya, Sagaing and Thatôn Districts recorded a large decrease. The number of re-vaccinations performed was 320,248 (of which 195,723 were in rural areas and 124,525 in towns) as compared with 208,801 in the previous year. The largest number of re-vaccinations was done in Rangoon, *viz.*, 82,992 which represents an increase of 57,691 operations over last year's figure. Substantial increases were also noted in Akyab, Pegu, Tavoy, Shwebo, the Lower Chindwin, Toungoo and Salween, while large decreases were recorded in Prome, Myingyan, Sagaing, Kyauksè and the Upper Chindwin Districts.

The percentage of success in primary vaccinations of which the results were known, was 92·16 and in re-vaccinations 39·88, as against 96·63 and 35·97 respectively in the previous year. Districts which recorded a high percentage of successful primary cases were Tharrawaddy (99·68), Prome (99·37) and Ma-ubin (99·24); while those with a success rate of over 98 *per cent.* were Pegu and Toungoo, and those with over 97 *per cent.* were Rangoon, Amherst, Myitkyina and Northern Shan States. All others recorded diminished success rates, the lowest being 67·04 *per cent.* in Mergui District. *Cent per cent.* success in primary cases was reported from 17 towns and success of over 99 *per cent.* from 8 towns. The lowest percentage of success in towns (59·79) was recorded in Lashio. In urban re-vaccination, *cent. per cent.* success was obtained in Akyab, 87·79 *per cent.* in Bassein 81·03 *per cent.* in Shwebo, 78·95 *per cent.* in Ngathainggyaung, 75·93 *per cent.* in Pyu and 70·47 *per cent.* in Taungdwingyi.

Out of 877,744 persons vaccinated—the figures exclude Jail, Steamer and Army vaccinations,—District Health Officers and Assistant District Health Officers inspected the results of 74,374 or 8·47 *per cent.* of cases as against 8·37 *per cent.* in the previous year. Inspectors of Vaccination and other Inspecting Officers verified 286,874 or 51·72 *per cent.* of primary cases and 152,078 or 47·07 *per cent.* of re-vaccinations.

Cost of the Department.

167. The total amount spent on the Department was Rs. 4·03 *lakhs* as against Rs. 3·86 *lakhs* in the previous year. The excess was mainly due to increased expenditure consequent upon the appointment of a whole-time Director to the Vaccine Depôt, Meiktila, and on the annual increments drawn by the employees therein. The average cost of a successful vaccination was Re. 0-11-1 as against Re. 0-11-7 in the previous year.

Vaccine Depot, Meiktila.

168. During the year, 387 cow-calves and 10 buffalo-calves were successfully vaccinated. The average yield per calf was 457·09 grains in the former and 2069·88 grains in the latter. In comparison with the last two years, a larger quantity of lymph was obtained from a smaller number of calves. The total number of doses issued from the Depôt was 1,136,232 as against 974,229 last year. Of these, only 219,196 doses were sold, and the balance was supplied free to local bodies and the Army. At the beginning of the year the lymph was prepared by Gin's Phenol method, but, after a series of experiments, glycerinated lymph was readopted and remained in use till the rest of the year. The net expenditure of the Depôt was Rs. 30,213-12-6 as against Rs. 22,430-3-6 in the previous year. Sixty-seven students, comprising two Sub-Assistant Surgeons, 18 Public Health Inspectors and 47 apprentice vaccinators were trained in vaccination.

CHAPTER VII.

INSTRUCTION.

REFERENCES—

Annual Report on Public Instruction in Burma for the year 1927-28.
Statistical Abstract for British India.

General System of Public Instruction.

For information on this subject reference should be made to paragraphs 259 to 285 of the Report on the Administration of Burma for the year 1921-22, and to the paragraphs under this heading in the Report on the Administration of Burma for the year 1925-26.

Educational Progress.

General Progress and Educational Measures.

169. During the year 1927-28 four important public Committees, the Technical and Vocational Education Committee, the Rangoon Playgrounds Committee, the Committee on the introduction of Scouting and Physical Training in villages and the Committee on Juvenile Delinquency, produced their reports ; so did two other Committees appointed departmentally to make recommendations on the training of teachers and on the introduction of modern methods of Physical Training in Anglo-vernacular Schools and Normal Schools. There has never been a year which saw so many educational projects emerge from the mists of prolonged discussion to the stage when only funds were needed ; but the shadow of enforced economy had already appeared and grew darker every month. Ripe schemes were not financed, or only partially financed. Provincial and local education authorities could therefore do little but mark time and hope for better days. The financial situation is reflected in the statistics of schools and attendances. The number of public schools (7,123) increased by only 238, of which 191 new schools were opened under Government's special five-year scheme for new schools in backward districts. The existing schools were, however, better attended, so that the total number of pupils (478,441) increased by 35,139. Over 70 *per cent.* of the pupils in recognized schools were still in the Lower Primary stage, and the percentages in other stages, too, showed little change. The wastage is almost entirely in the lower standards of vernacular schools and will be considered under paragraph 171. The Provincial Text-book Committee was at the close of the year entrusted with important new functions. The idea of a Vernacular Translation Bureau was abandoned, and it is now the duty of the Text-book Committee to keep publishers informed of the Vernacular Text-books required, to recommend translators and compilers and guarantee them against loss in connection with approved projects by

promising to purchase books which cannot be sold in the ordinary course of trade. A number of translators and compilers is now at work on new text-books. A similar scheme for the production of vernacular literature for general reading was rejected but has been recently revived.

The formation of the Burma Extension of Education Association in January 1928 may well prove the most important event of the year. Its membership includes all political parties and many leading Burmans. Adult education is best organised and financed through voluntary agencies, and the lack of them has delayed the provision of adult education. The Burma Extension of Education Association promises to supply the long-felt want. It has already given Government valuable advice on the establishment of circulating libraries, and has offered to provide travelling lecturers for the propaganda necessary before they are provided. It will, it is hoped, before long undertake the same duties in connection with the publication of general literature in Burmese as have been undertaken by the Text-book Committee in connection with school text-books.

Number of Schools and Scholars and Expenditure

170. There were 7,123 recognised schools in Burma attended by 478,441 pupils against 6,885 schools with 443,302 pupils in 1926-27. The estimated number of pupils in unrecognised institutions decreased from 202,670 to 197,441 in 1927-28.

The total expenditure on education in 1927-28 was Rs. 2,18,44,339, or Rs. 24,60,535 more than in 1926-27. These figures include expenditure incurred by the Public Works Department on educational buildings and on certain institutions not under the control of the Department, besides expenditure in the Federated Shan States. Pensionary and other charges on account of Education Officers, expenditure in England and the value of timber grants are excluded.

The expenditure was met as follows; the figures in brackets refer to the year 1926-27 :—

(i) From Provincial Funds, Rs. 1,11,05,710 (Rs. 91,26,512), an increase of Rs. 19,79,198.

(ii) From Local Funds (non-municipal), Rs. 27,66,486 (Rs. 25,41,805), an increase of Rs. 2,24,681.

(iii) From Municipal Funds, Rs. 10,01,339 (Rs. 9,59,463), an increase of Rs. 41,876.

(iv) From fees, Rs. 34,57,381 (Rs. 34,34,700), an increase of Rs. 22,681.

(v) From other sources, Rs. 31,31,910 (Rs. 29,31,828), an increase of Rs. 2,00,082.

(vi) Shan States Federated Funds, Rs. 3,81,513 (Rs. 3,89,496), a decrease of Rs. 7,983.

There was an increase under all heads except under Federated Funds which show a decrease owing to the fact that the Public Works Department did not incur any expenditure on Educational buildings during 1927-28 although a sum of Rs. 9,600 was spent on them during the previous year. Expenditure from 'other sources' represents that incurred by private persons and bodies, mainly payments by Missions or Managers on account of their schools under the Grants-in-aid Rules. Expenditure on education is thus met from three sources-

viz. public funds, fees and other sources. Over 50 *per cent* of the expenditure shown as from Local Funds in the above figures was contributed by Provincial Revenue.

The average expenditure per head of the population in 1927-28 was Rs. 1-10-5, of which Rs. 1-2-5 was met from public funds, the average expenditure for the previous year being Rs. 1-7-6, of which Rs. 0-15-9 was from public funds. The average cost of education per head of the pupils educated was Rs. 28·6 as against Rs. 28 in the previous year. The cost of University Education per pupil was Rs. 1,066·1 (Rs. 1,185·1). In Secondary Schools it was Rs. 43·2 (Rs. 40·5), in Upper Primary Schools Rs. 7·2 (Rs. 8·4), in Lower Primary Rs. 7·3 (Rs. 8·7), in Training Schools Rs. 291·4 (Rs. 311·3), and in other special schools Rs. 47·08 (Rs. 50·9).

Primary Education.

171. Only six of the primary schools in Burma are Anglo-Vernacular schools. The rest are Vernacular schools, and most of them are co-educational. There are only 83 vernacular schools directly controlled by local education authorities. Twenty-eight are under Government ; the rest are aided schools controlled by lay or monastic managers, though local education authorities provide the salaries of teachers. The number of vernacular upper primary schools was 4,061 and the number of pupils attending them was 233,191. The total number of children in the vernacular upper primary standards was 59,176, as compared with 53,757 in the preceding year. The number of vernacular lower primary schools continued to fall from 699 to 632, and the number of pupils attending them fell from 29,957 to 28,091. The number of children in lower primary standards rose from 294,951 to 316,074. The number who passed the second standard examination increased from 35,614 to 37,651. The number of passes by the vernacular fourth standard also showed a satisfactory increase from 10,159 to 12,004.

The total number of boys receiving primary education in schools of all classes was 242,524, an increase of 14,612. The corresponding number of girls was 169,378, showing an increase of 13,428. Eighty *per cent* of the 411,902 children in Primary Departments are in the lower primary stages. The wastage in Anglo-vernacular Schools is comparatively unimportant, that in vernacular schools is alarming. The chief cause is economic ; so long as village pastures are unfenced many children who should be in school will be herding cattle. The children of shopkeepers and traders attend school more regularly than those of cultivators. Parents are obsessed by a desire for Anglo-vernacular Education and, if they cannot obtain it, do not trouble to send their children to school. Our vernacular and Anglo-vernacular systems are too rigidly separated. The pedantry of teachers and the consequent want of connection between school and village life are other reasons why the schools fail to hold pupils. Children get little permanent benefit from one or two years at schools and these percentages show that our present expenditure on vernacular lower primary education is largely wasted ; in spite of increased salaries and better and more regular teaching the holding power of our vernacular schools has hardly increased and they are still valued more as crèches than places of instruction. That there has been general improvement during recent years in the efficiency of vernacular schools is undoubted, but it will be vain to rely on it alone for lengthening school life. The

only way to stop the present wastage is to enable local education authorities to enforce attendance. It is too often assumed that no measure for compulsory education is worth trying until schools and teachers can be provided for all the children in the country. A much less ambitious measure would check the wastage. A Bill which would empower local education authorities, including Deputy Commissioners in backward areas, to enforce school attendance in the areas served by the schools, and would also encourage its enforcement in wider areas when funds are available, was drafted during the year under report, and is now under the consideration of Government.

Recognised monastic schools show no tendency to disappear. Their number decreased only by four; there were at the close of the year 1,120, and the number of children attending them increased from 72,794 to 77,622, of whom 18,296 were girls. The average attendance at a recognised monastic school is now 69. Many of them are far more efficient than the average lay school, and several have middle and high departments. Some District School Boards have, as stated in earlier reports, been reluctant to encourage them, and this is a pity, for they are still a valuable asset for vernacular education in Burma.

The standard of work in vernacular schools is certainly improving; there has been increased public interest in vernacular education and a desire to accelerate the increase in the number of schools.

Secondary Education. 172. The number of Anglo-Vernacular Schools in Burma was 244; of these 98 were High Schools with an attendance of 32,681. One hundred and forty were Middle Schools with an attendance of 21,052 and only 6 Primary Schools. Ten *per cent* of the children of these schools were in the high stages, 34 *per cent* in the middle stages and 56 *per cent* in the primary stages. These figures show no appreciable change from those of the preceding year.

Just over 2,000 candidates (only five more than in the preceding year) took the last Anglo-Vernacular High School Examination and 710 passed. The percentage of passes (35), though regrettably low, was rather better than in the preceding year. An outcry arose because the examination serves the double purpose of a Provincial High School examination and a University Matriculation examination, and only about 400 of the 2,000 candidates were considered by the University authorities to be fit for matriculation. The immediate cause of disappointment was that the University began for the first time to enforce a regulation requiring a pass in Mathematics. We have established an up-to-date University controlled in academic matters by a teaching staff determined to insist on standards of admission. It has also recently provided Vacation Courses for teachers which, it is hoped, will be continued annually.

The group of 49 recognised National Schools continued to be controlled by the Council of National Education. The public subscribed very little money to them, and they rely on fees and Government grants. Most of them are hampered by lack of funds and cannot afford satisfactory salaries. A few have made good and are providing a sound education of a type different from that previously available. These schools teach Burmese more thoroughly than others and use it as the medium of instruction except in language lessons.

For some years past the migration of pupils from Anglo-vernacular Schools in the districts to Rangoon had caused a shortage of school vacancies there, and many Rangoon residents were unable to get their children admitted to schools in the city. A Circular was issued forbidding the admission to high departments in Rangoon of boys from other towns provided with recognised high schools, and requiring stricter observance of existing regulations requiring Superintendents to examine the conditions under which their day boys are living. This Circular has relieved the pressure on Rangoon schools and the establishment of a practising school on the University Estate in connection with the Teachers' Training Scheme will afford further relief.

Anglo-vernacular schools continued to be liberally treated in the matter of building grants, receiving grants amounting to a total of Rs. 6,26,750. Government school buildings completed or under construction during the year were the Government high school buildings at Myingyan, Insein, Moulmein and Pa-an, a new block at the Government High School, Bassein, a hostel at Pyapôn and extensions at Sagaing and Shwegyin.

The number of vernacular secondary schools declined from 1,243 to 1,197, but the number of pupils attending them rose from 128,454 to 133,844. The work in these schools is, however, mainly of an elementary kind and 85 *per cent* of their pupils had not gone beyond the primary stages of instruction. The number attending the high departments of vernacular schools increased from 536 to 727. The number of pupils who successfully completed the vernacular middle school course rose from 1,959 to 2,425.

Collegiate Education. 173. The public of Burma responded magnificently to an appeal for funds for the endowment of the University. The amount standing to the credit of the fund on 31st March 1928 was Rs. 47,79,908-1-5. For the administration of the fund, five trustees were appointed under the orders of the High Court, and a scheme for the administration of the Fund was passed. The endowment will provide an annual income of about Rs. 2,00,000.

Four students from the two Constituent Colleges took Masters' Degrees as compared with 9 in the preceding year. One hundred and twenty-one took the B.A. or B.Sc. degrees as compared with 83 in the preceding year. Two hundred and sixteen students from the University College, Judson College and the Mandalay Intermediate College passed the I.A. or I.Sc. as compared with 193 in the preceding year.

There were 1,260 students (as compared to 1,110 in the preceding year) on the rolls of University College at the end of the year:—89 Europeans, 696 Burmans, 346 Indians, 92 Chinese and 37 others. One hundred and thirty students were removed or left during the year, most of them through inability to pay fees. The discipline and health of the students were satisfactory, and those living on the University site became less dependent on the city for their amusements. The highest number of students applying for late leave, except for College functions on any Saturday evening, was seven out of a total population of 280. Nevertheless the Principal considers that the organisation of amusements is still the weakest side of residential college life. Rapid

progress was made with the buildings on the University site and at the end of the year residential accommodation was ready for 750 students besides many class-rooms, bungalows and administrative offices.

The University delivered a Deed of Grant for 55¾ acres of the University Estate to the American Baptist Foreign Mission Society, and rapid progress was made at the close of the year with the new buildings of Judson College. The Principal comments in his report on the striking superiority of his women students to men in University Examinations, and states that the women kept more rigidly to their work. There were 315 students on the rolls, the same number as in the preceding year.

The exact status of the Intermediate College, Mandalay, is still undefined. It is financed by Government, controlled by the Executive Committee of the Council and inspected by University Professors. The attendance doubled and reached 111, but this evidence of Upper Burma's increased appreciation of higher education is discounted by the fact that 50 students were irregularly admitted. Visiting Professors still report favourably on the teaching. Eighteen out of 41 candidates passed the last Intermediate Examination. Even when the attendance was half what it is at present, the accommodation was inadequate, and the Principal states in his latest report that the inconvenience of cramped accommodation has now become more pronounced and definitely prejudicial to satisfactory work.

Training of Teachers.

174. The urgent need for better training of teachers has been stated in earlier Reports. Government rejected Dr. Clark's scheme for the concentration of training of Anglo-vernacular teachers as too expensive, and requested a special committee, over which Mr. Sloss presided, to devise a more economical one. Mr. Sloss' committee eliminated all expenditure which was not considered absolutely essential, and so effected considerable reductions. The recurring expenditure required under the latest scheme is considerably less than would be needed to make the existing Normal Schools efficient, but the non-recurring expenditure for buildings on the University site will amount to Rs. 13 *lakhs*. Government has accepted the revision, and the University is willing to take over the work if Government will provide the necessary buildings. Denominational objections to concentration are at last being withdrawn, and it is hoped that funds will be found for a beginning next year, though this will necessitate rigid economy on building grants and other educational expenditure. It is admitted that in spite of the recent improvement in vernacular schools their methods are generally old-fashioned and dilatory, and our present vernacular training institutions will not do much to improve them. The new scales of pay for holders of the Vernacular Teachers' Certificate are so attractive that applications for admission to vernacular schools now greatly exceed the number of vacancies. The Vernacular Education Committee of 1924 foresaw this and recommended the establishment of new Normal Schools at Prome and Moulmein but so far Government has been unable to find funds to start them or to enable Christian Missions to open new Normal Schools. This is particularly unfortunate at a time when the need for ruralising the teaching in village schools is generally admitted, for experiments in this direction cannot succeed until teachers are trained for them. Christian Missions in India have done valuable pioneering in this

direction and two of the Missions in Burma wish to undertake it. Meanwhile the great majority of our vernacular teachers continue to get from our elementary training classes a training which is insufficient but better than none. Their number continued to increase and there were 94 as compared with 85 in the preceding year. If Inspectors had watched supply and demand the number of the classes could have been reduced with advantage. Government appointed special Divisional Boards in 1927 to allot stipends to vernacular normal students and the new method of award was introduced at the beginning of the year under report. As was anticipated, it proved extremely difficult in working.

The figures for attendance and examinations at training institutions of all classes show little change. All were well filled except the University Diploma Class, which attracted few students of the right quality. Out of 22 Diploma students 11 failed at the end of their training to pass their examinations, and 6 of them were reported by the University staff to be unlikely ever to make efficient teachers.

Professional and Technical Education.

175. Mr. Niven's Committee worked at high pressure in order to present its reports in time for provision in the ensuing year's budget; but the financial situation has prevented action in 1928-29 and will probably prevent anything more than a modest beginning in 1929-30. The report recommended that vocational education should not be attempted in ordinary schools, but criticised their curricula as "divorced from realities." Recommendations were made regarding Engineering teaching, Research and practical training, apprenticeship, the Insein Technical Institute, Accountancy Classes, farm schools and travelling agricultural schools, college crafts, and an industrial museum. The most important and costly recommendations were for :—

(1) A provincial Board of Commercial and Industrial Education under a non-official Chairman and consisting almost entirely of employers.

(2) A Polytechnic in Rangoon under the Board and technical evening classes elsewhere.

(3) "Central Schools" teaching pre-vocational curricula as an alternative to the existing Anglo-vernacular schools.

(4) Manual Training Classes in ordinary schools under teachers to be trained at the Insein Technical Institute.

(5) A comprehensive system of Commercial and Technical Examinations for Government clerks and others.

At the Convocation held in July 1927, 3 students took the degree of B.Sc. in Forestry and one took the Diploma of Forestry; 18 took the degree of Bachelor of Laws. At the Convocation in July 1928, 35 took the degree of B.L., 5 that of B.Sc. in Forestry and 20 that of B.Sc. in Engineering. The Department of Medicine is still under University College. It includes a Dean of Medical Studies and Professors of Anatomy, Physiology, Surgery, Pathology, Midwifery and Forensic Medicine. Progress was made with the construction of the Medical College at the corner of Godwin and Commissioner's Roads near the Rangoon General Hospital. It will cost Rs. 17,00,000 and will, it is hoped, be ready for occupation in June 1929. The Medical students will, however, live in the hostels on the University Estate on the Prome Road.

During the year 1927-28, 72 Undergraduates were following Medical Studies as shown in the table below. There were also 5 B.Sc. students studying Physiology and Anatomy :—

Class.	Males.	Females.	Total.
Second M.B.B.S. ...	34	3	37
Third M.B.B.S. ...	6	1	7
Final (Junior) M.B.B.S. ...	12	...	12
Second L.M. & S. ...	9	...	9
L.M. & S. (Modified) ...	7	...	7
Total ...	68	4	72

The attendance at the L.M. & S. course was affected by the reopening of the Government Medical School for the L.M.P. in June 1927. The University decided that the provision of both these courses (L.M. & S. and L.M.P.) is undesirable and requested Government to appoint a Committee to make recommendations on the policy to be followed. A Committee was recently appointed but failed to make unanimous recommendations and the question is still under the consideration of Government.

The Department of Engineering is also at present under University College. His Excellency the Chancellor, Sir Harcourt Butler, formally opened the new Engineering buildings on the University Estate on the 30th November 1927, in the presence of one of the Directors of the Burmah Oil Company, Limited, London, and a large and distinguished audience. The funds for the buildings are to be met from the donation of £100,000 made by the Directors and shareholders of the Burmah Oil Company, Limited, and the College is to be known as the Burmah Oil Company College of Mining and Engineering. The University appointed a Special Committee to draft recommendations as to the most effective means of using the Burmah Oil Company's donation. This Committee submitted its report in September 1927. Another Committee appointed by the University to report in consultation with Lieutenant-Colonel E. W. C. Sandes, Principal, Thomason Engineering College, Roorkee, on the Regulations for the award of the Degree of B.Sc. (Engineering) and on the organisation of courses and study in the Engineering Department of University College also submitted its report in November 1927. These two reports are still under the consideration of the University authorities.

At the end of the session there were 40 students in residence in the Agricultural College, Mandalay. Of the 9 third-year students, two succeeded in obtaining first class diplomas and the rest were awarded second class diplomas. There were 14 second-year students and of these 12 were promoted, and two were given permission to repeat the course at their own expense. Of the 17 first-year students 10 were promoted, 2 were permitted to repeat the course at their own expense and 5 were rejected.

The number of students admitted to the Government Technical Institute Insein, was 40 in May and 57 in November.

—	Summary of attendance.			
	Beginning of 1st term.	End of 1st term.	Beginning of 2nd term.	End of 2nd term.
(1)	(2)	(3)	(4)	(5)
Civil Engineering students ...	118	112	122	117
Mechanical Engineering students.	82	82	71	66
Civil Engineering students out at works.	7	7	13	23
Mechanical Engineering students at works.	38	38	57	57
Workshop apprentices ...	22	19	23	23
Total ...	267	258	286	286

Civil Engineering students from University College attended the Institute to study Mechanical Engineering, Electro-technology and workshop practice. The Civil Engineering students of the institute in their last term, and the Mechanical Engineering students in the advanced course attended at the Burmah Oil Company College of Mining and Engineering and had a short course in Hydraulics. The arrangement has worked smoothly, and maintains contact between the two staffs. Evening Technical Classes are held in Rangoon under the control of the Government Technical Institute. The year started with 165 students, who increased up to 204 in July, but dropped down to 140 towards the close of the year, as compared with 167, 181 and 112, respectively, for the previous year. Though this records a satisfactory increase, the invariable decline towards the end of the year is unsatisfactory. The percentage of actual attendance was 71·6 at the beginning and 66·6 towards the close of the year, with an average attendance of 37 per night.

Agricultural education is given at the Government central farms and at the aided Pyinmana Agricultural school. The De La Salle Institute, Twantè, is another aided institution which teaches Engineering and Rubber planting. Government maintains a School of Forestry at Pyinmana. The Saunders Weaving Institute at Amarapura, and a school for Lacquer work at Pagan are controlled by the Department of Cottage Industries. There are 9 Commercial Schools at Rangoon, 1 at Mandalay, 1 at Thayetmyo, 1 at Moulmein and 1 at Prome. They are private schools and the instruction is not of a high order.

Eleven of the 12 State Scholarships awarded during the year were for technical or vocational studies in England. Five scholars went to study Education, 2 Medicine, 1 Electrical Engineering, 1 Art, 1 Mechanical Engineering and 1 Sanitary Engineering. Thirty-five boys apprenticed at workshops in Burma were being awarded new stipends and 32 old stipends of the same nature were continued.

At the Reformatory School the boys learn Carpentry, Boot-making and Tin-smithing (see paragraph 179).

Seven hundred and fifty-six pupils in ordinary schools learnt Weaving and 169 learnt Lace-making. Sewing was taught in 913 schools to 21,364 pupils, and 7,873 pupils in ordinary schools learnt Slöjd which includes Wood-work, Cane-work, and Mat-weaving. Three hundred and seventy-four schools maintained school gardens for educational purposes and nearly 18,000 pupils worked in them. A few schools taught Book-binding.

European Education.

176. As stated in the previous Reports census figures prove that large numbers of children are inaccurately registered at school as Europeans. Figures supplied by school managers show that 6,238 European children attended recognised schools, of whom 5,677 attended English schools and 561 attended other schools. Of these European children 3,243 were in Rangoon, 1,119 were in Tenasserim and 1,272 in the Mandalay Division. The inferiority of Anglo-Indian boys as compared with girls in public school examinations was even more marked than in former years. They are worse taught, for Anglo-Indian men rarely take to teaching and do not consider preliminary training necessary.

The number of non-European pupils attending English schools increased from 36 *per cent* to 38 *per cent*; they numbered 3,546; it has been asserted that the standard of work in our English schools has deteriorated through increased admission of non-Europeans. That is true of a few schools where the fitness of children for admission has not been properly tested, but it is not generally true. Nearly all the girls' schools, and mixed schools, and some of the boys' schools maintain their reputation as highly efficient institutions. The results in the two school examinations were re-assuring and those in the middle school examination showed marked improvement. The number of European students attending the University decreased from 125 to 111, and the number who passed University Examinations decreased at every stage. Anglo-Indians come to our Colleges with a distinct advantage as regards English, find things easy at first, but fail later when serious application is necessary. The recent records of several pupils who came up with brilliant records have been disappointing.

Education of Muhammadans and Special Classes.

177. The number of Muhammadans under instruction in public schools was 23,234, the corresponding number in private schools was 6,278. Nine thousand four hundred and seventy-seven Muhammadans were attending ordinary schools; the remaining 13,757 were attending special Muhammadan schools, which included six Anglo-vernacular schools containing 1,190 pupils, the rest being Vernacular schools.

The number of Karens in public institutions was over 52,000 and showed an increase of 2,117. They had 14 Anglo-vernacular and 983 vernacular schools of their own. Since 1922 Government has permitted the use of Sgaw-Karen as a medium of instruction, and this has helped to establish it as the Karen National language. The University does not, however, recognise Sgaw-Karen and this has probably checked its use in Anglo-vernacular schools. In vernacular schools of all grades it is increasingly used as the medium of instruction, and

there are even two vernacular high schools which, in spite of the dearth of text-books, attempt to prepare pupils through Sgaw-Karen for the Vernacular IX Standard Examinations. This has naturally led to a further demand for a Karen Normal School. It cannot be met for want of text-books, and is for other reasons questionable. An isolated national culture is a dangerous will-o'-the-wisp for so small a community to follow.

The Federated Shan States are as poor as Burma, and have adopted the policy of concentrating all surplus funds as far as possible on road-building, and of restricting other activities to a minimum until the road programme is completed. This policy is reflected in the educational statistics for Shans and other races inhabiting the states. The number of Shan schools has decreased by 10 and that of their pupils by 319.

The Bhamo Kachins desire to have a communal Anglo-vernacular school under their own management, and the American Baptist Mission has proposed to hand over to them the Mission Anglo-vernacular school which has for generations provided the only Anglo-vernacular education obtainable in Bhamo. The Commissioner believes that this project would prove too heavy a strain on the resources of the tribesmen and divert too much money from their vernacular schools. The statistics for Kachins and other races show little change from those recorded in earlier reports.

Female Education.

178. The number of girls attending all classes of public institutions, though it increased by 14,542, was only 180,630, less than half the corresponding number of boys; and the percentage of these girls in lower primary standards was 80 as compared with 70 for boys. Girls who do reach the standards at which they can appear for public examinations fare quite as well in them as boys, and the number who pass these examinations is increasing yearly, but nevertheless only 17 women passed the last B.A. and B.Sc. Examinations, only 137 passed the Provincial High School Examinations, only 602 passed the Anglo-Vernacular and English Middle School Examinations and only 449 passed the Vernacular Middle School Examination. There is still much lee-way to be made up; much propaganda is still necessary and much better provision must be made for teaching the subjects specially needed by girls (Needlework, Hygiene, Domestic Economy, Cookery, Music, Dress-making), before the attendance of girls and the length of their school life will approximate to those for boys. This is the special work of the women's branch of the Inspectorate. Two of three sanctioned posts of Inspectresses are still unfilled, but three more Deputy Inspectresses were appointed at the end of the year, and there are now six at work. This has made it possible to hand over to the female Inspectorate the control of 28 Elementary Training Classes for girls and to provide them with better advice on the special subjects mentioned above, and on the management of their hostels and daily routine. One of the Rangoon Inspectors remarks that the activities of the Inspectress and Deputy Inspectresses have not yet made any appreciable difference to his figures for girls at school. It was early to expect much change and the figures from other circles are more reassuring.

Reformatory School, Insein.

179. Though the sanctioned number of inmates is 200 the average daily population for some years has been only a little more than 100. Captain Rushall has provided picnics and river trips and they have been an incentive to good behaviour. Attention has been given to moral and religious instruction and to foot-ball, *chinlon*, boxing, athletic sports and other games. A Scout troops has recently been formed and Scouts have been provided with uniform. The Juvenile Delinquency Committee visited the school during the year and were satisfied with the way in which it is managed but condemned its present quarters and environment. The cost of maintaining this institution has become a matter of special importance, because Government desires to establish a number of Borstal institutions in accordance with the recent recommendations of the Juvenile Delinquency Committee, and the estimate of their cost will be roughly based on that of the Reformatory School. The possibility of effecting reduction in cost of maintaining the school without impairing its efficiency is now being considered.

Literature and the Press.

Publications Registered.

180. The number of books published in 1927 was 122, or 45 less than in the preceding year. More than half were religious works, fifty appearing in Pali-Burmese, ten in Burmese and one in English. Twelve books were published on Language, while Politics were not represented at all. Fiction was responsible for eight volumes, Poetry for three, Science for nine and History for two. From the publisher's point of view the year may be said to have been a very dull one, the only works of value being an up-to-date school treatise on Arithmetic and a useful dictionary of the Nicobarese language.

Presses, Newspapers and Periodicals.

181. Exclusive of the three Government presses there were at the close of the year 345 presses in Burma, an increase of 13 over the figure recorded in last year's Report. The number in Rangoon rose by one to 122, and in the Mandalay District by 2 to 82. The number of newspapers declined from 61 to 55. Nineteen of these were dailies, seven being published in English, six in Burmese, three in Chinese, two in Tamil and one in Urdu. Five other English newspapers, two Burmese, two Gujerati, one Telegu, one English-Bengali and one English-Karen, were published more than once a week. Weeklies declined from 17 to 13; four were in English, three in Burmese, and the rest in other languages. Rangoon papers decreased from 48 to 43, and Mandalay papers from 5 to 4; 8 new papers appeared, 11 were discontinued and three were reclassified as periodicals. The total number of periodicals, including those published by Government, was 163 as against 171 in 1926-27; all but 16 were issued in Rangoon. Periodicals other than those published by Government declined by one to sixty; twenty-five were in English, nineteen in Burmese, four in English and Burmese, and the rest in Tamil, Urdu, Kachin, Bengali and the Karen dialects.

Literary Societies.

See paragraph 299 of the Report on the Administration of Burma for the year 1921-22.

Rangoon Societies.

182. The membership of the Rangoon Literary Society fluctuated between 210 and 250 during the year. In collaboration with the Education Department it despatched 30 books to each of 21 up-country districts for circulation among those fond of reading. The Burma Book Club, which is essentially a commercial undertaking, organised a successful exhibition of pictures, and induced the Pyapôn Municipality to open the first Municipal Free Library in Burma. Competitions were instituted for the translation of selected English passages into Burmese, the aim being to provide for Burmans a literature of Modern Science in their own tongue. The Rangoon Teachers' Association is in receipt of a subsidy from Government, and maintained a well-stocked library and reading room. The number of readers who made use of the Bernard Free Library increased from 5,283 to 5,925, but the number of registered borrowers decreased by 105 to 2,192; of these 921 were Burmans and 709 Indians. Nine hundred and forty books and 150 manuscripts were added to the Library; the usual grants were received from the Local Government and the Rangoon Corporation. The Rangoon Pleaders' Association numbered 55 members on its rolls; the payment of subscriptions became more regular, but the Association was unable to start its projected library during the year.

Arts and Sciences.

183. The Burma Art Club continued its excellent work. Mr. Martin Jones gave a series of lectures on Anatomy and other matters to the members. Weaving continued throughout the year to engage about the same number of workers as before. There is much more silk woven than cotton, and artificial silk continues to be increasingly in demand. Mr. Mande put in another year of good work in charge of the Saunders Weaving Institute and as Textile Expert for Government. Under his supervision six parties of demonstrators were sent round to various districts to show how time can be saved and output increased by the addition of simple modern appliances. A demonstration of this was given at the annual Provincial Arts and Crafts Exhibition. Mr. Mande also received and answered enquiries from various sources about yarn and fabrics, both cotton and silk. The complete double shed at the Insein Pottery School was finished last year and some more machinery that was required has been installed. The Government Pottery Expert continued his experiments in the laboratory and in the work shed and was able to give advice about bodies and glazes to those who needed it. He is advising the Government Engineers about bricks and tiles needed for the new University buildings. The number and variety of articles of Burmese pottery shown at the annual Exhibition was up to the usual standard. Some progress is now being made with red figure work on black pottery. The Pagan Lacquer School completed its third year at the

end of June 1927 and the first batch of pupils then left the School. The Master Craftsmen of Pagan, including those who are elected on the Advisory Committee of the School, are satisfied that it is doing useful work. The pupils of this school exhibited their finished articles at the annual Art Exhibition. They also make a few things to order and sell them during the year. Besides showing some of their finished work at the Exhibition they demonstrated several of the processes of lacquer work in progress. In the Architectural Competition a number of competitors entered, and some good designs were shown. The subject was a design for a pair of gates at the entrance to a public park. The annual Exhibition was held in the Jubilee Hall from the 13th to the 18th February. The Hon'ble Minister for Forests delivered a speech about the middle of the week and gave away the prizes. His Excellency the Governor paid a private visit to the Exhibition before it was opened and remarked that there were one or two Art handicrafts not found outside Burma.

CHAPTER VIII.

ARCHAEOLOGY.

184. The Archæological Department continued to devote attention to the conservation of protected monuments. Special repairs were carried out on the Fort and Palace at Mandalay, and on the Dhammayazika Pagoda and other monuments at Pagan. A shed was constructed at Mrohaung, in the Akyab District, to house the large number of antiquarian relics that have been discovered in the neighbourhood during the last few years. The usual annual repairs were executed at various places throughout the Province. Excavations were continued at Pagan and Hmawza (old Prome). Many votive tablets and images were unearthed at the former place, but perhaps the most interesting find was a set of cowries. The authorities had previously held that this form of currency was never used by the Burmese. Twenty-three mounds were opened up at Hmawza; the results are described as disappointing on the whole. Certain of the images discovered are, however, of historical importance as preserving to us the features of the Pyu people, who have long since disappeared. No addition was made during the year to the list of protected monuments. A pleasing feature of the year was the collection of funds by some monks at Pagan for the restoration of certain ruined temples. But this laudable energy has also been directed into less desirable channels, and the news that the Lawkananda and Mahabodi Pagodas have been beautified by the installation of electric lighting will be received with no enthusiasm.

CHAPTER IX.

MISCELLANEOUS.

REFERENCES—

Report of the Chemical Examiner to the Government of Burma for the year 1927.

Statistical Abstract for British India, Volume IV.

Report on the working of the office of the Superintendent, Government Printing and Stationery, Burma, for the year 1927-28.

Ecclesiastical Jurisdiction.

See paragraphs 302 to 304 of the Report on the Administration of Burma, for the year 1921-22, and the paragraph under this head in the Report on the Administration of Burma for the year 1925-26.

Ecclesiastical.

185. The Indian Church Measure and the Indian Church Bill having been passed by Parliament, the Measure received the Royal Assent on November 23rd, 1927, and the Bill on December 22nd, 1927. Provision is thereby made for the severance of the union legally existing between the Church of England and the Church of England in India upon a date during 1930 yet to be fixed. Meanwhile steps are being taken by the General Council of the Church of India for providing a Constitution of the Indian Church which will come into operation from the date of severance.

Chemical Examiner to the Government of Burma.

186. There was a considerable increase in the work done during the year under review. As regards chemical analysis, opium examination for both Customs and Excise Departments represents a large proportion of the work done. The number of examinations rose from 9,040 to 11,343 and the increase occurred in both the general analytical and the medico-legal sections. There was a rise in the number of cases investigated and articles examined in human poisoning cases. Opium and arsenic head the list of poisons detected in the viscera. Four hundred and nineteen cases of suspected poisoning involving 861 articles were investigated during the year. The examination of contraband drugs for opium shows an increase of 1,670. Thirty samples of water were examined. Ghee examination has been transferred to the Public Health Institute, the Analyst of the Institute having been appointed as Chemical Examiner for the purpose of the Ghee Adulteration Act.

Superintendent of Government Printing and Stationery.

187. The Government Press and its branches were fully occupied during the year, and the quantity of work done varied little from that of the previous year. The Burmese section had again to work at high pressure to cope with the increase in vernacular printing. In the month of January 1928 the *Vernacular Gazette* was abolished and the *Headman's Gazette* was introduced. The total receipts for the year amounted to Rs. 1·05 *lakhs* as against Rs. 1·21 *lakhs* last year, a decrease of Rs. 0·16 *lakh*. The total expenditure amounted to Rs. 10·41 *lakhs* against Rs. 10·07 *lakhs* last year, the increase of Rs. 0·34 *lakh* being mainly due to the purchase of more stationery stores and to freight charges. The cost of work done in the Central Press, including the cost of paper and binding materials, was Rs. 6·45 *lakhs*, the same as last year; in the Jail Branch Press it was Rs. 4·49 *lakhs* against Rs. 4·42 *lakhs*, and in the Maymyo Branch Press Rs. 0·20 *lakh*, also the same as last year. The aggregate cost for the year for all three presses was Rs. 11·13 *lakhs* against Rs. 11·07 *lakhs*.

Government Printing.

188. The amount realized by sales during the year was Rs. 51,536 for the Provincial Government, Rs. 3,723 for the Central Government, and Rs. 4,823 on account of maps for the Survey of India, against Rs. 62,514, Rs. 5,701 and Rs. 5,602, respectively, last year. The aggregate value of publications disposed of by sale, free issues, etc., was Rs. 1,37,598 against Rs. 1,27,548 in 1926-27, *gratis* supplies of the Local Government's publications being responsible for the increase. Commission on account of sales on behalf of the Central Government and the Survey of India was estimated to amount to Rs. 1,713 against Rs. 2,825 last year.

Book Depot.

189. The cost of stores purchased for the Stationery Depôt, including freight charges and customs duty, etc. amounted to Rs. 5·38 *lakhs* against Rs. 5·08 *lakhs* last year. The stores received from England were valued at Rs. ·58 *lakh* against Rs. ·64 *lakh*, and the stores obtained in India at Rs. 4·22 *lakhs* against Rs. 3·92 *lakhs* during 1926-27. The total cost of stores supplied to the various departments during the year amounted to Rs. 5,23,483 against Rs. 5,08,501 in 1926-27. Stores to the value of Rs. 3,74,985 were supplied to the Printing and Stationery Department the major portion of which, as usual, was utilized to meet the demands for printing work by other departments. Stores to the value of Rs. 11,059, against Rs. 9,524 last year, were supplied to the Shan States Federation Departments and other bodies on payment. Most of the paper supplied to departments of Government and for use in the Press was obtained from Indian mills as before.

Stationery Depot.

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